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ABSTRACT

Recommendations of the Indiana Conference of Higher Education (ICHE) concerning reauthorization of the Higher Education Act of 1965 are presented. Titles I-XI are covered: continuing education programs, college and research library aid, and library training and research, institutional aid, student financial aid, teacher corps and teacher training programs, international education programs, construction/reconstruction/renovation of academic facilities, cooperative education, graduate programs, the Fund for the Improvement of Postsecondary Education, and the Urban Grant University Program. Because access to college is a major concern, the ICHE places highest priority on Title IV, dealing with student aid. Congress is urged to continue Title IV at the current funding level. Since campus facility deterioration and aging are a common issue, the next priority is Title VII, Construction, Reconstruction, and Renovation of Academic Facilities. When the federal government's fiscal condition permits, a focus should be funding to repair college buildings, especially laboratory facilities. Lists of colleges comprising ICHE and task force members are appended. along with the July 15, 1985 issue of the "Congressional Record," which summarizes ICHE's recommendations. (SW)

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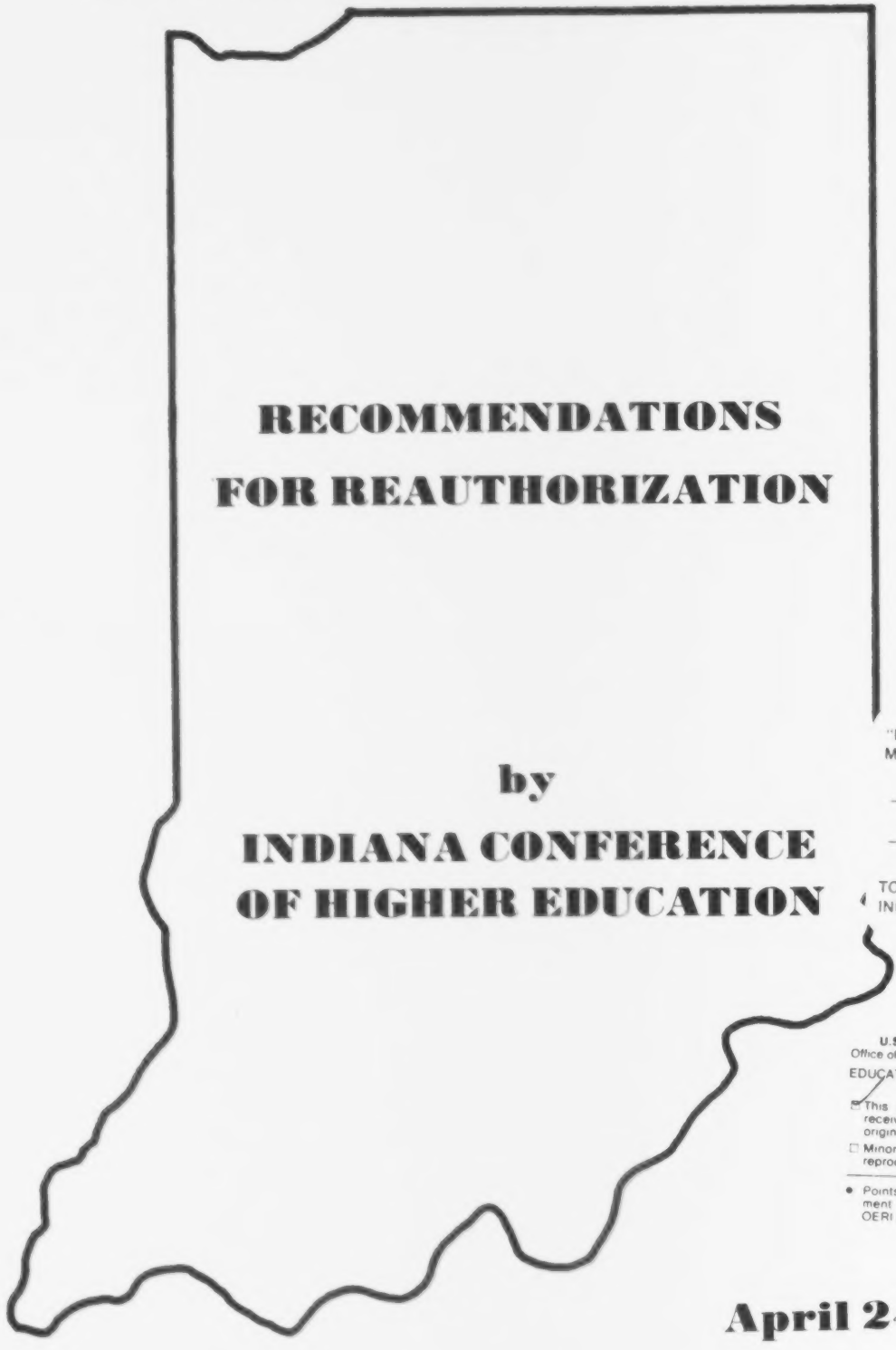
THE HIGHER EDUCATION ACT OF 1965
AS AMENDED THROUGH P.L. 97-301



RECOMMENDATIONS
FOR REAUTHORIZATION

by

INDIANA CONFERENCE
OF HIGHER EDUCATION

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April 24, 1985

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HE 020 685

Steering Committee

Robert E. Martin
President, Independent Colleges and Universities of Indiana

John W. Hicks III
Senior Vice President, Purdue University

J. A. Franklin
Director, Office of Governmental Relations, Indiana University

PROJECT DIRECTOR

Joseph P. Giusti
Chancellor, Indiana University-Purdue University at Fort Wayne

SPECIAL CONSULTANTS

Betsy Brand
Legislative Assistant to United States Senator Dan Quayle

Clyde R. Ingle
Commissioner, State of Indiana Commission for Higher Education

STAFF

Karen E. Abbey
Project Assistant

Steven Hollander
Editorial Assistant

Stephen S. Sanders
Graduate Assistant

Dyke L. Wilson
Graduate Assistant

RESOLUTION
BY THE
INDIANA CONFERENCE OF HIGHER EDUCATION

WHEREAS, the Congress of the United States has under consideration the reauthorization of the Higher Education Act of 1965; and

WHEREAS, the Indiana Conference of Higher Education has carried out a comprehensive study of the various Titles of this Act, and has reached consensus with respect to many of the policy issues involved in the Act; and

WHEREAS, Senator Dan Quayle has asked the colleges and universities in Indiana to render advice to him and to the Congress in this regard, representing the best combined judgment of the public and independent institutions of higher education in this state;

BE IT RESOLVED by the Indiana Conference of Higher Education:

SECTION 1. That the published report of the Conference concerning the various Titles of the Act be transmitted to Senator Dan Quayle and the Congress;

SECTION 2. That while all Titles of the Act include programs of merit, some are of higher priority than others;

SECTION 3. That because access to higher education is a major concern to students throughout the nation, the Indiana Conference places highest priority on Title IV, dealing with student financial assistance. The Congress is urged to continue Title IV at the current level of funding, and to consider the various policy and administrative recommendations set forth in the body of the Conference report;

SECTION 4. That since all colleges and universities are faced with aging and deteriorating physical facilities, next priority is assigned to Title VII, "Construction, Reconstruction, and Renovation of Academic Facilities." When the federal government's fiscal condition permits, attention should be directed at funding for repair and rehabilitation of college and university buildings, with special emphasis on laboratory facilities; and

SECTION 5. That the Indiana Conference of Higher Education stands ready to provide further counsel to Senator Dan Quayle, the Congress, and other appropriate officials as it may be requested to do. In recent months the Indiana Conference has worked closely with the State Student Assistance Commission and the Indiana Commission for Higher Education to plan and implement a restructuring of the state student-assistance program, which has resulted in major simplifications and improvements. The Conference is eager to make similar contributions at the national level.

Adopted unanimously by the Indiana Conference of Higher Education, April 24, 1985

ACKNOWLEDGEMENTS

Reports are always the result of many careful hands and are always prefaced with special acknowledgements to those people who gave generously of their expertise and time. During the course of this study, the counsel of over 170 persons was sought. These are the men and women serving on the Steering Committee and Task Forces. Special recognition and indebtedness go to the presidents of the institutions which comprise the Indiana Conference of Higher Education, the legislative assistant to United States Senator Dan Quayle, the Indiana Commissioner for Higher Education, and the staff. Without their expertise, this report could not have been attempted.

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INDIANA UNIVERSITY - PURDUE UNIVERSITY
AT FORT WAYNE
2101 COLISEUM BOULEVARD EAST
FORT WAYNE, INDIANA 46805

CHANCELLOR (219) 482-5356

April 24, 1985

Dr. Phillip M. Summers, President
Indiana Conference of Higher Education
Vincennes University
1002 North First Street
Vincennes, Indiana 47591

Dear President Summers:

At its November 6 and 7, 1984, meeting, the members of the Indiana Conference of Higher Education endorsed a plan to assist Congress in the reauthorization of the Higher Education Act of 1965. It became the intent of the Conference to present a single, informed, and effective testimony. This statewide plan was to provide a broad consensus on recommendations based on careful analysis of existing programs and projected needs. It was to identify those provisions which already found broad consensus and those which needed analysis and study due to the rapidly changing environmental conditions modifying many of the traditional functions of higher education. These conditions include the changing demography of the population in general and of the college students in particular, the state of the economy and its increased dependence upon university graduates, increasingly effective and expensive educational technologies, and the wide-spread perception that non-vocational and postsecondary education has fallen as a social priority.

As a first step, the presidents of all the public and independent colleges and universities in the State of Indiana identified experts from their institutions to serve as consultants to this study. Second, careful consideration of the issues and concerns of the Higher Education Act of 1965 began with an analysis and study of each of the twelve titles. Third, the need presented itself for eleven special task forces comprised of experts from the member institutions of the Conference to address Titles I through XI. Fourth, reports prepared by the experts in each task force were consolidated into this composite report for presentation to the presidents for their review and comment.

It is my pleasure to present this report to the Indiana Conference of Higher Education in a special session, for its approval of the report as testimony to Congress on behalf of the Indiana Conference of Higher Education. The purpose of this report is to guide desirable action and to illuminate choices which must be made by many persons and groups, official and unofficial. It may not be feasible to accomplish all of the recommendations and objectives set forth herein, but we have been guided in our thinking by the limitations of the possible as well as by the aspirations of the desirable.

We believe that this report takes into account the needs of the people, those of the state, and the role of individual public and independent institutions within the state in fulfilling these needs. Certainly, this has been our purpose and intent.

Respectfully submitted,

Joseph P. Giusti
Project Director

VINCENNES UNIVERSITY JUNIOR COLLEGE
Vincennes, Indiana 47591
PHILLIP M. SUMMERS, President

April 25, 1985

The Honorable Dan Quayle
SH-524 Hart Senate Office Building
Washington, DC 20510

Dear Senator Quayle:

On April 24, 1985, the Indiana Conference of Higher Education met in special session to formally approve this report. I am pleased to transmit to you the ICHE recommendations for reauthorization of the Higher Education Act of 1965 as amended through P.L. 97-301. Representatives of Indiana's private and public colleges and universities have given long and in-depth study to the reauthorization, and this report is evidence of the outstanding cooperation that occurred among educators in the Hoosier state.

I believe the recommendations from ICHE are well-balanced and realistic in terms of the support needed for higher education. In formulating the recommendations, the ICHE members and task forces have attempted to cover fully the spectrum of students', higher education's, and the nation's needs. ICHE forwards these recommendations to you with gratitude for the opportunity and privilege to prepare a document concerning the reauthorization. Our hope is that the Congress will give due consideration to these findings and recommendations.

The Higher Education Act of 1965 as amended was a landmark piece of legislation in support of higher education. The reauthorization may be of even greater consequence. Thank you for allowing the Indiana colleges and universities to participate in the reauthorization deliberations.

If any of the Indiana Conference of Higher Education members can be of assistance to you, please feel free to contact us. I wish you and other members of the Congress the very best as you consider the ICHE report and the reauthorization.

Sincerely,

Phillip M. Summers
President

INTRODUCTION

Since the Higher Education Act of 1965 has provided more than $400 million for higher education in the State of Indiana, and sunset for this epochal legislation is September 30, 1985, the Indiana Conference of Higher Education, at its annual meeting on November 6 and 7, 1984, endorsed a plan for the State of Indiana to assist Congress in the reauthorization of the Act. It is the belief of the Conference that despite certain extension provisions contained in the legislation, it would be to the nation's benefit, at this time, to shape a new version of the entire Act which will provide the support necessary for higher education for the remainder of the twentieth century.

This report provides the testimony commissioned by the Indiana Conference of Higher Education for hearings on the Higher Education Act of 1965 as amended through P.L. 97-301. Indiana has a heritage rooted in education. It was the first state to provide constitutionally for state-assisted higher education, and ever since has been committed to providing high-quality educational programs throughout the state. In the years ahead, it will continue that commitment.

There are several reasons why the Indiana Conference of Higher Education is providing this testimony. First, the Conference would like to convey its support of the Higher Education Act of 1965 and its desire to assist Congress in the reauthorization of this legislation. Second, the Conference would like to identify those points of the Higher Education Act where it believes recommendations for change are necessary and important, to bring the resources and capabilities of all of postsecondary education into the twenty-first century.

To provide background for the testimony which follows, it might be appropriate to review the declaration of purpose of the Act. On January 12, 1965, President Lyndon B. Johnson presented his annual education message to the 89th Congress. He found that the men and women of this Congress were in majority agreement with his proposals and goals; they passed the Higher Education Act of 1965. With President Johnson's signature, on October 20, the programs of the Act went into effect. Now, twenty years later, there is a definite need to reform and update this Act because too many of our nation's people are being denied access to higher education and because higher education more than occasionally fails to fulfill its increasingly important social and economic potentials.

It has been said that if we intend to remain a first-class nation, we cannot tolerate second-class education. It is necessary to bring equality of educational opportunity to all students, no matter what their color, creed, handicap, or family circumstances. The quality of education must be raised everywhere and for everyone.

The 99th Congress must re-examine the concepts that will guide the educational enterprise for the future. The stakes are high as the congressional process unfolds for the reauthorization of the Higher Education Act of 1965. In student aid alone, billions of dollars each year are needed. To no lesser degree, many key determinants of educational emphasis need to be debated and finally decided by Congress.

Higher education must be given a place of high importance among the major needs of the nation if the growing demands for educated workers are to be met, if the increasing necessity for an educated citizenry is to be satisfied, if the national security is to be preserved, if economic growth is to be ensured, and if individual satisfaction and the general welfare are to be enhanced. The much-needed changes by Congress will greatly influence the quality of higher education for more students than ever before in the history of this country. In order to assist the Congress in this important task, the Indiana Conference of Higher Education has prepared the following testimony.

TITLE I: CONTINUING POST SECONDARY EDUCATION PROGRAM AND PLANNING

PURPOSE

To improve community-service and continuing-education programs, with special emphasis on urban and suburban areas.

DESCRIPTION

A community-service program is defined as an educational program, activity or service, including a research program and university-extension or continuing-education offering, which is designed to assist in the solution of community problems in rural, urban, or suburban areas.

Areas of concern are housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use.

Each state selects an existing agency or creates one to handle the program. The agency submits a plan for community-service programs to the Office of Education. The plan must (a) ensure that federal funds will not replace funds already in use for continuing education and (b) establish guidelines for giving federal funds to colleges and universities.

Federal agency in charge of the program:

Office of Adult and Vocational Education
U.S. Department of Education
Washington, DC 20202

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

1. Part A

A major need of the higher-education community and of various legislative bodies was a better understanding of the make-up and needs of adult learners. Institutions of higher education have continued to focus on the needs of and services for a cohort of learners composed of recent graduates of high school and of younger adults entering graduate and professional studies, partially because not enough hard information identifies the cohort of non-traditional, adult learners. The members agreed that, while continuing its original purposes, Title I should place priority on studies which will illuminate the needs of non-traditional learners and changes made or needed by institutions of higher education adequately to meet their needs.

2. Part B

As the thrust of much of Part B is to inform, to motivate and to serve both traditional and non-traditional learners, Title I cannot be isolated from Title IV (Student Assistance) or from Title X (Fund for the Improvement of Postsecondary Education). Without adequate and equitable financial support for both the non-traditional and the traditional learner, plans to identify them, to motivate them and to serve them can be only marginally successful. The two titles which focus upon the needs of the non-traditional student and the effectiveness of alternative systems of delivery of postsecondary education are placed at opposite ends of the Higher Education Act. No attempt is made to integrate the experiences and services which they provide.

Special concern is expressed for the lack of support Congress has given Title I programs. Since FY 82, only enough money has been appropriated to fund skeleton state 1202 commissions. No engine, however well designed, can perform without fuel.

TITLE II: COLLEGE AND RESEARCH LIBRARY ASSISTANCE AND LIBRARY TRAINING AND RESEARCH

PURPOSE

To provide grants (a) for library materials such as books, magnetic tapes, and phonograph records; (b) for training librarians; and (c) to increase research in library science.

DESCRIPTION

There will be three types of library grants:

1. Part A

Part A authorizes basic grants to institutions of higher education for the purchase of library resources such as books, periodicals, documents, magnetic tapes, phonograph records, audiovisual materials, and other related library materials.

2. Part B

Part B authorizes grants to institutions of higher education for training students in librarianship, including the training of communications specialists in the physical and social sciences.

3. Part C

Part C authorizes monies to be used by the nation's major research libraries to purchase and make available library materials from all over the world which would otherwise not be available.

To be eligible, institutions must be accredited by a nationally recognized accrediting agency or association.

Federal Agency in Charge of Title:

Office of Educational Research and Improvement
U.S. Department of Education
Washington, DC 20202

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

Task Force II endorses the resolution of the Association of College and Research Libraries (ACRL) Legislation Committee. As a division of the American Library Association (ALA), ACRL represents the general interests not only of academic libraries in the State of Indiana, but also of libraries throughout the nation.

The ACRL resolution speaks to HEA II-A and is accompanied by amendments proposed by the ACRL Legislation Committee as well as a report on needs criteria. The resolution and amendments are found in Appendix I.

There is support for II-B (Library Training, Research, and Development) and II-C (Strengthening Research Library Resources), but little support is given to the unfunded II-D (National Periodical System). The notion that II-D should fund the purchase of foreign-language periodicals found favor with some members of the group.

More specific concerns of Task Force members are discussed below.

1. Funding levels

Additional funding for existing programs is needed. Some years ago it was possible for libraries to apply for a $5,000 basic grant and for a $5,000 supplemental grant. Last year the libraries received a basic grant of less than $800, and no supplemental grants were available. Academic libraries are facing increased pressure to provide information not only to their own academic communities, but also to citizens of the larger community. Even the minimum grant of $2,000 suggested by ACRL would be a great help in strengthening library collections.

Title II-B has more appeal to the leaders of the library profession, library school professors, and library school students than to librarians in general and to legislators. Funding of Title II-B would provide only indirect benefit. While library training, research, and development deserve support, library practice should come first. Stress should fall on training librarians to serve special populations such as the elderly, the handicapped, and the Spanish-speaking; on improvements in information technology that would benefit the end user of library services; and on library research requested by practicing professionals. To justify the expenditure of scarce funds, librarians should have to prove that a substantial number of citizens will benefit from the programs they recommend.

Program funding under II-C needs to maintain a geographic balance (as amended in 1982), but also should include funding to independent libraries

where research is done at a less intensive level than at major research libraries. Funding for Title II-C should be strengthened so that the rich resources available at research libraries can be preserved and made available on a national level to support scholarship.

Funding of Title II-C would provide no direct benefit to smaller colleges. Only large, relatively well-off libraries would benefit. Despite the highly concentrated benefits of Title II-C, the section receives enthusiastic support from small institutions for its clear contribution to undergirding the knowledge base of the country as a whole.

2. New technology

Libraries should determine whether they want to use federal funding for collections or new technology. However, under the current funding patterns for the last few years, there have been insufficient funds to apply to expensive technology. A possibility for dealing with technology would be to create a new Part of Title II for new technology. This Part should be well funded, and money should be distributed on a matching basis to be used for one-time-only purchases of technology.

Federal funding should assist all libraries in new technology. Title II-B has provided for library training, research and **development,** and it has provided for discretionary grants to meet special national or regional needs. This aid should not be restricted to national or regional needs but should be available to individual libraries to help them implement expensive technological developments. Small libraries cannot do it on their own. High priority should be given to needy institutions.

3. Part D (the unfunded national periodicals system)

The national periodicals system is an idea whose time has passed, and it should be eliminated from the bill. Perhaps it should be replaced by funding for difficult-to-obtain foreign-language periodicals, but it is not clear under what criteria institutions would qualify for funding, how such a corporation would be run, and who would benefit.

4. Targeting programs to institutions most in need

The needs criteria developed by ACRL to target assistance to those libraries falling below the median in materials expenditures and volumes held per student in library categories consisting of two-year college libraries, four-year college libraries, and university libraries deserve careful attention. Additional needs criteria might be developed to provide special assistance to libraries serving a large proportion of low-income and minority students, since these students often require the development of expensive special collections and services to meet their unique needs. Since there are no fully adequate criteria established, each institution should continue to receive a basic grant.

TITLE III: INSTITUTIONAL AID

PURPOSE

To (a) enable developing colleges and universities to carry out cooperative programs with other institutions, and (b) set up national teaching fellowships for developing institutions.

DESCRIPTION

Title III assists in raising the academic quality of colleges which have the desire and potential to make a substantial contribution to the higher-education resources of the nation but which for financial and other reasons are struggling for survival and are isolated from the main currents of academic life.

The program authorizes the Commissioner to pay part of the cost of planning and carrying out cooperative arrangements for strengthening the academic programs of qualified developing colleges. These cooperative arrangements might be between developing institutions and organizations, agencies, and business entities.

The cooperative projects might include: exchange of faculty or students, including visiting scholars; faculty-improvement programs; introduction of new curricula; development of cooperative-education programs involving alternate periods of academic study and employment; joint use of facilities such as libraries or laboratories; fellowships leading to advanced degrees for the faculties of developing institutions; or other arrangements which offer promise of strengthening the academic programs of developing colleges.

To be eligible, a college must admit only high-school graduates or their equivalent as regular students; award a bachelor's degree; provide a two-year program creditable toward the degree, or offer a two-year technical program; be accredited or be making reasonable progress toward accreditation; and have met the first three requirements for the five academic years preceding the year it requests assistance.

The Commissioner is authorized to award National Teaching Fellowships on the basis of (a) prospective teaching fellows' qualifications and (b) the needs of the institution making the application.

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

In view of the almost certain prospect of reduced federal funding for higher education, Title IV should have high priority in the competition for limited funds. However, continuation of Title III is important under the conditions included in the two recommendations stated below.

The Title III Task Force recommends:

1. Funding and eligibility

Title III should be continued, with funds restricted to the truly needy and developing institutions. A broadening of the eligibility criteria without an accompanying increase in funds would serve only to lessen the impact of exemplary projects. We would encourage a continued support level of Title III funds, with an increased emphasis on serving institutions with special needs.

2. Preferential treatment

For maximum benefit of funds awarded under Title III, the following statement should be included in the Title III regulation:

The Secretary shall give preference, among those institutions previously funded under this Title, to those institutions which clearly demonstrate the continuation and/or institutionalization of all previously funded activities.

TITLE IV: STUDENT ASSISTANCE

PURPOSE

To provide assistance to students through Educational Opportunity Grants and subsidized loans.

DESCRIPTION

This title provides four types of assistance:

1. **Undergraduate educational opportunity grants**

   Institutions of higher education must determine that recipients of the grants show academic promise, are of exceptional financial need, and would not, but for this help, be financially able to pursue a higher education.

   There also is included an authorization for contracts with state and local educational agencies, and other public or nonprofit organizations, for the purposes of (a) identifying qualified youths of exceptional financial need and encouraging them to continue their education, (b) publicizing existing forms of financial aid, and (c) encouraging secondary school and college dropouts to reenter educational programs.

2. **Reduced-interest loans to both undergraduate and graduate students through private lenders, insured by state and nonprofit, private loan-insurance programs**

   This item authorizes advances to assist in establishing or strengthening the reserve funds of state and private nonprofit student loan insurance programs. A federal insurance program is authorized on a standby basis if state and private plans are not reasonably accessible.

3. **An expanded work-study program to provide part-time employment for students**

   Under this program, institutions of higher education receive from the federal government 90 per cent of the cost of providing part-time employment opportunities.

4. **Improvements in the National Defense Student Loan Program**

   One amendment allows forgiveness of such a loan at the rate of 15 per cent per year to a person who teaches in areas with a high concentration of low-income families.

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

1. **Needs analysis**

   Uniform Methodology (UM) should be used for determining eligibility for all federal student aid. Simplicity argues for one methodology and a single, national system/standard for measuring a family's ability to pay. Specific program eligibility criteria for individual programs such as those for Pell or Guaranteed Student Loans (GSL's) should not deter from the primary purpose of measuring family ability.

   While consistency of treatment argues for absolute and universally applied standards, there is also a need for the use of discretion and common sense at the campus level for adjusting the results of UM created by IRS provisions and less-than-comprehensive analysis of the family's financial situation. There is an inverse relationship between the simplicity of a form and the sensitivity of the resultant analysis to a family's individual circumstances. A balance must be achieved. The development of a simple system is not an end in itself but merely a step toward the goal of attempting to get the right funds to the right students at the right time. The ability to deal with specific problems not addressed in a national standard is better exercised by the individual aid administrator using discretion at the campus level rather than by statute.

   UM, as a self-regulatory and annually updated effort of the higher-education community, should continue to be the standard upon which the ability of a family to contribute is measured.

   The factors in determining a family's ability to pay should continue to be the result of a cooperative effort of all those involved in the administration of student aid, and the National Student Aid Coalition model should continue to be the approach which annually reviews and determines this process.

   Concern has been voiced about levels of indebtedness and/or ability to handle/secure employment of some students. Several state agencies, including the State Student Assistance Com-

mission of Indiana, have successfully and very effectively incorporated such a factor in administering their grant programs. There is merit in providing self-help opportunities and incentives to students as a means to assisting with the financing of their educational expenses. These opportunities could be satisfied by work, borrowing, savings, and/or additional scholarships awarded because of special merit or circumstances. But all Title IV grant recipients should be expected to contribute in some fashion toward the financing of their educations.

The current image of student-aid administration is affected by perceived abuses which could be reduced through verification of eligibility data. There is a need to be fair and consistent in the treatment of all students and a need to direct limited student-aid resources to those who are truly needy. But additional verification efforts could create additional administrative burdens and possible delivery delays in the student-aid delivery process. All Title IV recipients should be required to provide documentation of the key data used in determining their eligibility, and these data should be verified prior to disbursement.

Using federally legislated regulations for determining student expense budgets would ensure that limited federal aid would be distributed by universally applied standards. However, student expense budgets should be determined realistically so as to accurately reflect the total educational costs of students. The Pell program currently uses a student expense budget as a means of rationing limited funds. Some institutions and agencies use the same concept for other applications.

2. Delivery system

Federal training support has been drastically reduced in recent years, but student-aid associations have taken up some of the slack. All involved in the partnership approach to delivering student aid share in making the public aware not only of financial-aid opportunities, but also of the need for early family financial planning for costs. The federal government should share the responsibility of supporting efforts to provide public information about the student-aid process and programs, and also assist in helping families begin financial planning for higher-education costs at the earliest possible time.

Families should continue to bear the primary responsibility for sharing in the costs of their child's education to the extent capable. There is a growing consensus among those involved with providing better financial-aid information to families that this effort also includes information about financial planning. The Educational Savings Account concept would encourage this kind of planning. Such new incentives should be provided to encourage families to begin early financial planning for meeting postsecondary costs.

Great strides have been made in simplifying the application process, particularly with the use of Multiple Data Entry (MDE) forms. A balance must be achieved between simplicity and the need to be sensitive to individual family circumstances. The present compromise between the federal government and various agencies, institutions, and organizations involved in the processing of student aid is working reasonably well. This current policy governing the use of MDE forms should be continued.

The concept of a Congressionally specified master calendar for the student-aid process would clearly establish a link between the process of aid administration and delivery and the policy objectives of the programs. Interruptions, delays, and last-minute decisions affecting student eligibility and the delivery process clearly jeopardize the ability of millions of students and their families to obtain reliable and accurate information about student aid in time to make informed decisions about college attendance and choice. An annual and timely framework should be mandated for the final establishment of any regulatory changes affecting the administration and awarding of Title IV funds. The U.S. Commission on Student Aid has also promoted such a calendar.

3. Program reform/deregulation

Both the National Student Aid Coalition and the U.S. Commission on Student Aid endorse the

campus-based student-aid concept and the granting of flexibility to student-aid administrators. It is on the campus that needs analysis must ultimately be carried out and aid packaged from a variety of sources to recognize the varied circumstances of individual students and families. While the appeal for increased simplicity and streamlining is attractive, it is also deceiving. Programs which have different objectives, or which service different populations, may well not benefit from consolidation. There is also a need to provide balanced funding support for grant programs (SSIG, SEOG, and Pell) and self-help programs (CWS, NDSL, GSL, and PLUS). Institutions already enjoy a reasonable level of flexibility in transferring funds among campus-based programs. This can be maintained without eliminating the individual program distinctions. The present configuration of Title IV programs should therefore be maintained; no block-grant system should be implemented.

There is a long overdue need to update the process by which the needs of schools within the present process are determined. But there is also serious concern about the potential massive disruption of dollars which could occur if a new formula were devised. If the actual data to be used in a revised formula were known, simulations could be run to better determine the consequences. Studies should be done to create a better basis for assuring that any changes in the formula will not result in sudden and/or precipitous dislocation of funds. The studies should include not only current factors in the formula, but also subsequent allocation practices of the Department of Education.

State Student Incentive Grants (SSIG's) have served as the initiative and foundation for many states' involvement in scholarship and grant programs. Every state now has an enhanced program because of SSIG. In some cases, it remains significant, and the SSIG program should be continued.

The statute makes no mention of specific audit procedures or standards for Title IV funds. Therefore, auditors currently must cite and hold institutions responsible for every error, regardless of significance, in their reports. The generally accepted accounting principle of materiality should be applied in the audit-compliance procedures of Title IV funds.

Administrative cost allowances remain problematic. The cost of doing business has increased, but increasing cost allowances at this time could come at the expense of funds available for student awards. Already, many schools use the administrative allowance to assist students because of less than adequate funding of Title IV. But if appropriations are available, consideration should be given to increasing allowances provided for administering Title IV programs.

Department of Education interpretations apply standards of academic progress (SAP) to all prior enrollment, whether or not federal aid had been received by the applicant. But students not receiving aid may not know of such standards. Strict application of this interpretation could make it nearly impossible for denied students to earn back their eligibility. The current statutory language should be clarified so as to restrict SAP only to enrollment periods in which students are federal-aid recipients.

4. Pell grants

Reductions in federal appropriations for this program have been driven by the federal government's growing concern to remove the absolute/guarantee/entitlement philosophy for spending levels by which it may not wish to be bound. But there is a clear need to provide some level of assurance that deserving and needy students receive the full amount for which they are eligible.

But there is a need to protect the appropriation levels of the campus-based programs to ensure some level of equity and stability in the allocation of Title IV funds. The complications created by the statute that ties the Pell grant maximum award each fiscal year to funding for the SEOG, CWS, and NDSL programs are substantial. The half-cost compromise reached in the 1980 amendments should be maintained.

The need to incorporate a self-help component, the need to spread limited federal grant assistance as fairly as possible, and the concern for even higher levels of indebtedness for some students also are factors. The threshold concept should be maintained as written in the 1980 amendments.

The incorporation of standards of progress and good standing have helped to control the problems created by the absence of rules governing years of eligibility for Pell grants. However, it is not unreasonable to require some ultimate cut-off of eligibility for this kind of assistance, nor do the new standards always address the issue of the transfer student or the student who continually changes curriculum. If funding levels for this program need to be increased, the removal of opportunities for abuse (such as allowed by no ultimate eligibility standard) could help direct these limited funds more effectively. The Task Force opinion was almost evenly split along public/private sectors, with the former arguing that there were already adequate safeguards and the latter that there was still significant potential for abuse.

While there is a need to simplify and be consistent in determining an applicant's eligibility for Title IV funds, such simplicity sometimes creates results which contradict the goals and objectives of these programs. Limited appropriation levels for Pell grants have come to dictate a rationing formula for that program. A true measure of a family's ability to pay should not be so affected. A formula separate from the Uniform Methodology should be maintained to determine a student's eligibility for the Pell program.

Administering the Pell program through a central processor has cost the government millions of dollars annually, including very significant cost overruns. The costs to students and institutions created by processing delays are also significant. As long as there are auditable guidelines for the campus administrator's use of discretion, program abuse could be reasonably controlled and could even be improved with decentralized, campus administration of the Pell grant program.

5. Campus-based programs

The separate accounting of initial-year and continuing-year SEOG programs serves no sound administrative purpose but does create additional and costly burdens to proper administration of SEOG. The distinction between IY/CY SEOG funding should be eliminated.

The SEOG program was originally intended to assist students who *but for* this grant would be unable to enroll. Several amendments to the original legislation have left the program without a true direction. Every federal program needs to have meaning, particularly if it is in the form of grant assistance. Guidelines for the SEOG program should be redefined to direct this assistance to those students with *exceptional* financial need.

Traditionally, there has been a need to use the National Direct Student Loan (NDSL) program as a resource for certain disadvantaged applicants whose access to other student loans could be limited. Although GSL assistance is available in virtually every state, the lower NDSL interest rate may still be used as an argument in assisting disadvantaged groups. And some students need to borrow from both loan programs in order to meet need. The NDSL program should be continued under its current provisions.

Both the College Work-Study (CWS) and the Cooperative Education programs serve to provide job experience for students, and these have overlapping purposes. But the primary purpose of each program is different. The CWS program is intended primarily to provide needy students with assistance in meeting their school-related expenses. It does also provide, as a secondary benefit, valuable work experience, sometimes career-related, to students. The co-op program is not needs-based and is intended to provide career-related experience. Merging the funding authority could divert aid from needy students as well as run the risk of diffusing CWS appropriations. Separate program funding of CWS and Cooperative Education should be maintained.

6. Guaranteed Student Loans

Should Guaranteed Student Loan (GSL) borrowing be limited to those with demonstrated financial need? Significant, unnecessary borrowing by students under the GSL program occurs when *full* need is automatically assumed for any applicant. This kind of borrowing adds unnecessarily both to eventual student indebtedness and to the cost of interest subsidies and special allowances of the government. The consistent application of needs tests for *all* applicants would not add much administrative burden and would provide the same measure of fair treatment to all. GSL borrowing for all borrowers at all income levels should therefore be limited to the amount of demonstrated financial need, using the methods currently in place.

The amount of student borrowing is a serious concern because of the long-term consequences for borrowers as well as the increased risk of defaults. But there has been no change in these levels for several years, while college costs have increased. Modest increases in annual and aggregate borrowing would assist needy students in meeting the higher costs of college. Research by the National Council of Higher Education Loan Programs (NCHELP) does not support the suggestion that heavier borrowing increases defaults. Consideration should be given to providing for increases in current GSL annual and aggregate loan limits, and this kind of adjustment should be reviewed periodically to accommodate increasing college costs.

Current GSL provisions recommend that lenders and/or agencies advise institutions of loan approval and that GSL's be paid in multiple disbursements, and the majority do follow these suggestions. But there are some GSL applicants whose borrower status is never known to institutions or who are able to use the proceeds of the GSL for other than meeting their direct educational expenses. Some lenders also refuse to make multiple disbursements. GSL checks should be made co-payable to the student borrower and the institution, and lenders should be required to disburse these checks in multiple payments. The inclusion of these provisions would not create any excessive administrative burden and would serve to provide the institutions with needed information regarding student borrowing as well as reasonable safeguards ensuring proper use of the GSL program.

The GSL origination fee was implemented as an interim measure to reduce federal costs during periods of high interest rates and inflation. This fee may contribute to the reduction of unnecessary borrowing by some students. And the absence of this fee could result in the withdrawal of some lenders from the program or, if picked up again by the government, come at the expense of already inadequate grant funds. The loan-origination fee should be continued, given the probable alternatives.

Should the federal subsidies supporting the GSL program be continued? The reduction of this subsidy would result in reduced lender participation in the GSL program. It would also increase the cost of borrowing to students, and possibly result in increased defaults. Because this indirect way of assuring student access to borrowing opportunities provides large amounts of needed assistance at relatively modest costs to the government, the current manner of providing GSL interest subsidies should be continued.

Currently, a special allowance is paid to lenders. Lenders might be reluctant to participate if the amount of this allowance were reduced. But even a small reduction would result in very significant savings to the federal government, without causing massive lender withdrawal. Consideration should be given to adjusting the special allowances to lenders to a reduced yet still reasonable level of support.

Loan-consolidation and income-contingency options were once made available to students for varied income-sensitive repayment schedules. The law which provided this option worked well and provided many benefits as long as it existed. Allowing this option reduces default possibilities for many who could not otherwise maintain adequate payments. A needs-test-based loan-consolidation option should be reauthorized, and other eligible organizations in addition to SALLIE MAE should be authorized to participate.

The PLUS program is able to provide needed bor-

rowing opportunities for families who do not meet current GSL needs-test provisions. The PLUS program limits borrowers to $3,000 annually for each student. The program could be made more attractive to lenders by increasing loan limits, authorizing both secondary-markets and loan-consolidation capabilities, and prohibiting parents and students from using bankruptcy to set aside their loan obligations. The PLUS program should be enhanced to provide additional borrowing opportunity for families not eligible for adequate support through other programs.

7. Independent/self-supporting student

Significant abuse results from the current definition, at great expense to the government as well as to more historically needy students. Yet requiring additional documentation and/or age criteria will create difficult administrative burdens and arbitrarily disallow some truly independent students.

In its earliest days, student aid at the federal level was intended to assist a student from an *historically* needy family. The current definition allows families to artificially orchestrate maximum federal-aid eligibility by a few simple maneuvers.

California, New York, Pennsylvania, Indiana, and other states have saved their taxpayers millions of dollars by incorporating stricter provisions. Ironically, many students who cannot meet these stricter state guidelines continue to receive federal aid as independent students.

Adding one additional year to the guidelines is a step in the right direction, but hardly establishes the truly *historical* basis of judgment upon which these decisions were originally intended. The incorporation of an age cut-off with provision for dealing with orphans or other unusual cases has worked in many states. The requirement that a student prove self-support for at least the previous year has also worked in at least one major state agency and is common practice on some campuses.

This is a major area of concern which, until corrected, not only drains money from the truly needy, but also tends to reduce the integrity of these programs. The primary role of family funding for traditional college-age students needs to be re-emphasized.

The addition of an age criterion will simplify the definition while increasing verification and reinforcing the assumption of parental responsibility at least through the traditional ages of undergraduate education. After age 22, it may be more appropriate to look only at the previous calendar year's residency, support, and tax status of a student and allow an applicant to satisfy a certain number of several criteria.

Thus, all Title IV aid applicants below age 22 (except for orphans and wards of the court) should be classified as dependent on their parents. At age 22, a different test should be applied which would include reasonable tests related to the previous year's self-sufficiency, current-year marital status, veteran's status, graduate status, and whether the student has dependents.

8. Merit scholarships/categorical incentives

The current regulations governing Title IV use financial need as the primary factor for establishing eligibility. The use of federal aid to assist students who do not demonstrate the need for it could come at the expense of needs-based aid. However, it would not come at such expense, yet would still provide indirect federal support, if private sources such as industry and foundations were encouraged, perhaps through tax incentives, to provide funds for such a venture. Indeed, spokesmen for the Department of Education have suggested such a federal role.

This issue is made more volatile by the false assumption that financial-needs criteria exclude all academically gifted students. It is also made difficult by arguments based on the country's needs to encourage and support its future leaders.

The federal government should continue to provide, through its current charitable-tax-deductions structure, support of private foundations which award merit-based scholarships. However, the federal government should continue its role in providing support for need-based programs.

9. Graduate/professional students

Should Pell and SEOG award eligibility be extended to graduate and professional-school students? Graduate/professional school costs have increased dramatically, and financial-aid opportunities, particularly for low-income, disadvantaged students, are limited. Yet the current appropriations for Pell/SEOG are insufficient for current undergraduate needs. The inclusion of a whole new category of students, many of whom will apply as independent students, will create a severe impact on the already insufficient support for undergraduates being provided through these programs.

The current provisions restricting Pell/SEOG awards to undergraduates should therefore be extended.

10. Other issues and concerns

TRIO programs have provided significant forms of remedial education and encouragement to disadvantaged high-school students who might not otherwise have considered further education. The continued under-enrollment of disadvantaged populations in higher education, as well as the widespread lack of good, timely, and accurate information about college opportunities, seem to underlie the continued need for such programs.

Authorization of Title IV TRIO programs should be extended as a means for providing special support to disadvantaged populations.

TITLE V: TEACHER CORPS AND TEACHER TRAINING PROGRAMS

PURPOSE

As the description below demonstrates, the purpose and scope of this Title have varied substantially since the 1965 passage of the Higher Education Act.

DESCRIPTION

Part A authorized the Teacher Corps, the purposes of which were (a) to provide educational opportunities to children in areas with concentrations of low-income families, (b) to encourage higher education to broaden programs of teacher preparation, and (c) to improve programs of training and retraining for teachers, teacher aides, and other educational personnel. P.L. 97-35, however, repealed the authorization and other provisions of the Teacher Corps, effective October 1, 1982. (The Corps was then moved into the Block Grants program.)

Part B authorizes one teacher-training program, Training for Higher Education Personnel, and until October 1, 1982, also contained the authorization for a second program, Teacher Centers. The Training for Higher Education Personnel program authorizes discretionary grants to schools of education to improve the pre-service training of elementary and secondary personnel and to retrain faculty members of schools of education to provide better instruction in certain elementary and secondary courses of study. Until repealed, the Teacher Center program authorized discretionary grants to local educational agencies (LEA's) to assist in the planning, establishment, and operation of teacher centers, which were to develop and produce improved educational curricula and to improve teacher skills.

Part C authorizes a program of Training for Elementary and Secondary School Teachers to Teach Handicapped Children in Areas with a Shortage. Under this program, grants are made to state educational agencies (SEA's) to support a fellowship program to train teachers to provide special education for handicapped children. P.L. 97-35 subsequently provided, however, that no funds be appropriated for this program.

Part D establishes within the Department of Education (ED) an Office of Education Personnel Development to review and coordinate activities among ED's various professional-development programs, and to eliminate duplication of effort. P.L. 97-35 specified that no funds were to be appropriated to carry out Part D.

Part E authorizes the Carl D. Perkins Scholarship Program of grants to the states of postsecondary scholarships for outstanding high-school graduates who demonstrate an interest in teaching at the elementary or secondary level. Individual student awards may range up to $5,000 annually for up to four years. Among other provisions, this program may require scholarship repayment if award recipients fail to comply with program terms, including an agreement to teach for at least two years for each year of assistance received. Because this program was initially authorized via an amendment to the HEA in 1984 by P.L. 98-558, it is authorized until FY 1989, beyond the FY 1985 term of most HEA programs.

Part F authorizes the National Talented Teacher Fellowship Program, which provides for awards to selected teachers for projects to improve public education. Among other requirements, the amount of a fellowship award may not exceed the average national salary of public-school teachers in the most recent year for which data are available. This program was initially authorized via an amendment to the HEA in 1984 by P.L. 98-558, and, consequently, is authorized until FY 1989.

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

Pre-service and continuing teacher education is a cooperative effort that must recognize the needs of students, parents, teachers, and principals, as well as the capabilities of colleges and universities, school districts, and government to meet those needs. The higher-education community believes that a new Title V should focus on both pre-service education and professional-development activities, with an emphasis on school, college, and university partnerships for program design and implementation. Discussion of a model Professional Development and School, College, and University Partnership Act follows.

Part A—Data collection and research

1. The Secretary shall utilize the legislative authority under the General Education Provisions Act, Part A, Sec. 406 (b) annually to assess current and future supply and demand for teachers with particular attention to: long-term and short-term shortages of personnel in various areas of specialization, shortages in particular states or regions, and the number of minorities and women entering teaching. This analysis may include assessment of other educational needs identified by the Congress such as, for example, the need for instructional equipment and materials in elementary and secondary schools and in postsecondary institutions. These data should then be used to direct federal resources for program-improvement activities described in Part B of this Title. In undertaking the data collection, the Secretary shall take action to reduce the reporting burden through voluntary responses and sampling techniques. The Secretary may reimburse respondents for any extraordinary costs incurred in the provision of information to assist the Secretary in complying with the data collection under this Part.

2. The Secretary of Education is authorized to award grants *to institutions of higher education* for research consistent with programs authorized in this Title.

3. At least 5 percent of the funds allocated for this Title shall be reserved for activities described in this Part.

Part B—Institutional support for teacher-education programs

The Secretary of Education is authorized to make grants to institutions of higher education to encourage high standards of quality, a commitment to professional teacher education.

Examples of such programs include, for example:

- designing and implementing programs that attract talented students into these programs;
- designing teacher-education programs involving consortia of institutions to help members of the consortium diversify and redirect teacher-education programs and curricula;
- supporting cooperative efforts involving faculties of liberal arts and faculties of education to revise and strengthen general studies and professional education programs including, for example, strategies to incorporate clinical experiences throughout the preparation program;
- integrating current research, including practitioner-identified research, more fully into teacher-education programs and sharing such research with elementary and secondary education teachers and administrators;
- developing alternative professional-preparation programs for non-traditional teacher-education students;
- preparing teachers for shortage areas identified in Part A;
- designing and implementing staff-development projects for faculty members of collegiate departments of education to acquaint faculty with new research on teaching and learning and innovative teaching practices;
- designing and implementing teacher-education programs geared to meet the needs of historically underrepresented populations and institutions with large numbers of such populations as identified from data collected in Part A; and
- developing programs to train existing or new school personnel in new technologies.

Part C—Summer institutes

The federal government shall inaugurate a program of summer institutes for educators at the elementary, secondary, and postsecondary levels to include advanced instruction in subject matter and teaching techniques, including research on student learning, effective teaching, and school-site improvement. The summer institutes are intended to provide staff-development opportunities for education professionals as well as to provide an opportunity for non-educators who are seeking entry into the profession to earn the credits necessary for a position as an elementary or a secondary school teacher. The institutes, which will include both subject-matter and teaching-skills components, are intended to complement not replace an undergraduate or graduate program of studies, must

meet or exceed the academic standards of the institution or institutions at which they are conducted, and should expand state and local efforts rather than duplicate or replace existing programs. Institute grants shall be awarded to institutions of higher education, consortia of colleges and universities, or consortia that include institutions of higher education and appropriate state agencies and/or local professional development units.

Part D—School, college, and university partnerships

Federal funds, through a system of discretionary grants from the Secretary of Education, shall be awarded to serve as a catalyst to encourage and facilitate school, college, and university partnerships to focus on a number of critically important areas. *Priority for institutional awards in this Part will be to colleges or universities accredited in teacher education.*

These grants shall be used to support jointly developed and executed projects involving schools, local school districts, and institutions of higher education that demonstrate partnership in addressing teacher pre-service and staff-development needs. It is the intent of this Part that these partnerships not be limited to institutions of higher education, schools, and school districts, but may also include teachers, administrators, and appropriate state agencies. Partnership awards under this Part are established under three broad categories of activities: IHE focused grants, LEA focused grants, and other partnership awards.

1. **IHE focused grants.** Awards under this section shall be awarded to institutions of higher education for programs developed and administered in partnership with local education agencies and other eligible groups as described above. Projects supported under this Part might include, for example, joint arrangements between elementary or secondary schools and institutions of higher education to provide programs of assistance for beginning teachers; joint arrangements between elementary or secondary schools and IHE to provide expanded clinical experiences for teacher-education candidates at the school site while using teachers from those schools to work with education students at the college or university; design and conduct of staff-development units to allow teams of teachers and/or administrators an opportunity to work together on school-site projects; and projects involving college/university and elementary/secondary school faculty in the practical application of educational research and evaluation findings.
2. **LEA focused grants.** Awards under this section would be to local education agencies for programs developed and administered in partnership with institutions of higher education and other eligible groups as described above. Grants could be used to create professional-development centers for teachers which would encourage exploration and sharing of new research, ideas, and materials to be applied in the classroom. Such centers would bring together a variety of resources including teachers from various school sites and/or school districts serving as resources for their colleagues, collaborative activities between K-12 teachers and faculty at institutions of higher education, and a variety of institutional and community resources which could be applied to improving instruction.
3. **Other partnership grants.** Awards under this section would be to institutions of higher education, schools, or local education agencies in partnership with other appropriate education agencies or units to conduct educational-policy studies, make timely use of research and development data to design and implement curriculum improvements, conduct collaborative research involving university faculty and classroom teachers and school-site administrators, and upgrade instructional systems and technology in schools and local school districts.

TITLE VI: INTERNATIONAL EDUCATION PROGRAMS

PURPOSE

To assist institutions of higher education to plan and carry out programs to strengthen foreign-language and international studies through institutional grants, student fellowships, and research activities.

DESCRIPTION

The graduate and undergraduate language and area studies program authorizes grants for establishing, strengthening, and operating graduate and undergraduate centers and programs.

The international-studies centers program authorizes grants for establishing, strengthening, and operating graduate and undergraduate centers that are to be regional resources to increase access to research and training in international and foreign-language studies and international aspects of professional and other fields of study.

The undergraduate international-studies and foreign-language program authorizes grants for planning, developing, and carrying out a comprehensive program to strengthen and improve undergraduate instruction in international studies and foreign languages.

The business and international-education program provides federal funds to support programs designed to promote linkages between institutions of higher education and the American business community engaged in international economic activity.

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

Indiana colleges and universities have benefited substantially over the years from the programs sponsored under Title VI. In the reauthorization hearings for the HEA, a series of important issues related to the Title VI program will attract the attention of legislators. What follows are some findings on Title VI of particular significance for Indiana colleges and universities.

1. Rationale for Title VI

Title VI consists of a variety of programs joined by a common goal: the maintenance of a strong national resource base of international knowledge and understanding. Congress has recognized a federal obligation to support international education in cooperation with public and private institutions of higher education. The federal government supports international-studies activities that fall outside the direct mission of colleges and universities or address specific needs of the federal government in trade, diplomacy, defense, or security. Over the years, the experience of federal and higher-education cooperation on international education has identified a clear distinction between activities appropriate for federal support and those falling within the responsibility of colleges and universities.

Training in foreign languages has long been the cornerstone of international studies. Because the U.S. capability in many foreign languages remains insufficient, as documented by innumerable studies, most observers agree that the nation's strategic interests in commerce, intelligence, defense, and diplomacy require better foreign-language skills among both government and non-government professionals. While universal foreign-language competency may not be practical, much greater attention to foreign-language skills is required. In some foreign languages, sufficient student interest sustains the teaching effort, and these more commonly taught languages such as French, German, Spanish, and Russian usually remain the responsibility of colleges and universities without need for federal support.

The less commonly taught languages, however, present a complex series of difficulties. These languages, precisely because they are less commonly taught, require external support because student enrollments do not provide an adequate base for instruction. To be sure, some of these languages receive partial institutional support because of a commitment to the development of area studies in that region of the world, but comprehensive, sustained programs for the less commonly taught languages need external funding to survive.

Support, however, rarely means complete funding. Most colleges and universities that have developed the capacity to teach these languages have already made substantial investments in personnel

and library and other materials. They usually need only modest assistance to sustain the critical faculty and courses to manage consistent, ongoing programs of instruction.

During its years of existence, first under the National Defense Education Act and then under the Higher Education Act, Title VI has provided this modest level of critical funding. By supporting what colleges and universities cannot do on their own, Title VI has encouraged institutions. If the federal government helps with the language instruction and supports graduate-student fellowships, colleges can develop major programs in area studies, build excellent library collections, and improve their ability to supply experts to government, business, and the other professions—experts who have exact, complete, and current knowledge about a very wide range of international locations and issues.

2. Language and area-studies centers

Over the years, the cooperation between Federal government and educational institutions has produced a system for achieving strong programs, well distributed about the United States and responsive to the United States' domestic and international needs. The key to this success lies with the National Resource Centers, college and university programs focused on international areas such as Africa, Latin America, Soviet and East Europe, and East Asia. These programs, selected in an open national competition, develop extraordinary resources for their area of study, with responsibility for coordinating language instruction, area studies, professional education, and community and secondary-school involvement. Each program selected as a National Resource Center must demonstrate its institution's commitment, its plan for the promotion of language and area studies, and its success in achieving its objectives. Through this mechanism, the federal government has managed to multiply a very small amount of federal funding into a very large international resource base for the national strategic needs in business, diplomacy, government, and security.

Of course, the programs of Title VI could be improved, expanded, and revised. However, the fundamental success of this Title in the Higher Education Act remains a monument to federal funding effectiveness and national leadership.

3. Other Title VI programs

While the success of Title VI has been great, the limited funding of this portion of the Higher Education Act reduces the effectiveness of some of the programs. Clearly the National Resource Centers and their associated language programs constitute the highest priority for federal funding under this Title of the HEA. However, the needs of two- and four-year programs require some attention.

Two types of programs promise unusually high return on limited federal support: overseas study for undergraduates and faculty seminars.

Overseas study for undergraduates

While the advanced study represented by the National Resource Centers and their associated fellowship programs provide the essential base of expertise and training required for the strategic, commercial, and diplomatic needs of the United States, the requirements for the improvement of international training through higher education deserve concentrated attention and funding.

Clearly, undergraduate programs must assume the responsibility for curricular design and support of their own international offerings, for if international education is important the faculty and institutions will develop instructional programs for undergraduates. However, these undergraduate programs normally become much more effective if they can be combined with an overseas-study experience. Colleges and universities throughout the nation have invested much in the development of such programs. We know how to do it well. But many of our students simply cannot afford the extra expenses associated with overseas study. The result: wealthy students or those who do not need to work during the school year to support themselves can take advantage of these programs while most students cannot. What we need is a national program to help, not with the cost of a college education, but with the extra cost associated with a

expenses associated with overseas study. The result: wealthy students or those who do not need to work during the school year to support themselves can take advantage of these programs while most students cannot. What we need is a national program to help, not with the cost of a college education, but with the extra cost associated with a semester- or year-abroad program linked to the acquisition of foreign language. These short-term fellowships would be awarded to the student, not institutions, but the student would have to be eligible to participate in an established, high-quality overseas study program. A variety of review procedures would establish and maintain the list of approved programs, which experience shows would cover a very large number of institutions of all sizes, types, and geographic locations.

Such a program would make a positive difference in language-skill acquisition, especially among undergraduates destined for careers in business, government, or the professions. These are the people who most need an understanding of international affairs and can carry the benefit of an overseas experience and the associated language training into their subsequent careers.

Faculty seminars

While the National Resource Centers do an excellent job of developing curricular instruction in language and area studies, they do less well with programs to obtain the foreign-language skills and international-affairs expertise of alumni and other educated professionals, especially teachers in colleges. Because such individuals have completed their education, they do not fit into curricular programs; and because the universities' mission is essentially curricular, they do not have funds to support postgraduate training.

What would greatly improve the currency and quality of international studies at the undergraduate level would be a program for regional summer seminars, perhaps of four to six weeks' duration, focused on specific broad areas of international studies: Latin America, arms control, population issues, or the Pacific rim, for example. Faculty whose principal responsibility is undergraduate instruction could apply to participate in these seminars. To qualify, they would need institutional support, either in the form of support for course development on returning from the summer seminar, or in the form of financial support for attendance at the seminar.

The seminars would serve to keep faculty knowledge current and to encourage the development of new curricula adjusted to changes in world affairs and international conditions.

TITLE VII: CONSTRUCTION, RECONSTRUCTION, AND RENOVATION OF ACADEMIC FACILITIES

PURPOSE

To provide schools grants for the construction of classrooms, laboratories, and libraries.

DESCRIPTION

Under a 1963 act, grants for undergraduate use were restricted to the construction of libraries and facilities for teaching science, mathematics, modern foreign languages, and engineering. Title VII removed these restrictions. A college could use its grants as it chose, with a few broad restrictions. For example, federal money could not go for buildings designed to house events that charge admission, or for buildings used for sectarian classroom instruction.

Further, to help schools raise their part of the matching funds, Title VII permits a school to reserve funds for construction—waiting for actual use until its part of the cost is raised.

Third, Title VII changes the matching regulations and the rules governing funds granted to states for public community colleges. It also permits less expensive borrowing.

Agencies responsible for overall administration of construction money are as follows:

1. For all construction loans:
   Office of Postsecondary Education
   Division of College Programs
   U.S. Department of Education
   Washington, DC 20202

2. For grants for the construction of graduate academic facilities:
   Office of Postsecondary Education
   Division of Graduate Programs
   U.S. Department of Education
   Washington, DC 20202

3. For grants for construction of undergraduate academic facilities:
   Office of Postsecondary Education
   Division of College Programs
   U.S. Department of Education
   Washington, DC 20202

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

The nation's colleges and universities are in critical need of assistance with the maintenance of their academic facilities, especially laboratory facilities and equipment. Numerous studies support this position, including those by NACUBO, NSF, DOD, etc.

This critical condition has come about because over the last decade, high inflation rates have strapped college and university budgets, and maintenance was deferred. In addition, an electronics revolution has made older laboratory equipment technologically obsolete. Continued use of obsolete equipment in the training of students is a disservice to them and to the nation.

Historically, private donors have *not* been inclined to give funds for basic maintenance purposes, and state funds are always in short supply and not generally available to private institutions.

Recognizing that the college-age population is declining and that college and university enrollments likewise are projected to decline to some extent over the next decade, the primary emphasis of Title VII should be on repair and rehabilitation of existing facilities where economically feasible, and replacement of existing facilities where renovation is not feasible.

Qualified projects should be broadly defined to include classroom, laboratory, and office facilities as well as support facilities such as libraries, computer centers, and utility plants and distribution systems. They should also include projects necessitated by changing space needs, for example a gymnasium being remodeled to house a computer-science department.

The need to improve energy efficiency should be recognized, as well as the requirement for solving other problems such as accessibility for the handicapped, health hazards such as asbestos, etc. However, these areas should not be given special priority over other maintenance needs.

All references to providing facilities to handle needs caused by increasing enrollments should be dropped, as they are no longer appropriate. It is important to recognize the need to modernize the nation's college and university teaching and research laboratories and

equipment and to provide funding to bring these laboratories and equipment to current standards. They also need to be maintained at state-of-the-art levels after they have been renovated.

It is important, too, that Title VII support equipment replacement, even in instances where renovation of the laboratory itself is not required.

In addition, Title VII should support the acquisition of computers, terminals, and linkages, as well as other modern telecommunication equipment. When appropriate, it should also accommodate joint ventures between two or more colleges or universities for specialized facilities and equipment.

1. Appropriations

Recommended appropriations for each of the three funded parts are as follows:

$100 million per year for Part A
$ 80 million per year for Part B
$ 80 million per year for Part C, Section 734 only

All other provisions under Part C should be dropped because they are not the most efficient use of Federal dollars. (See additional comments under Part C, below.)

To provide a really significant improvement in facilities and equipment, the appropriations should be much higher. However, at this time when large federal deficits are a national concern, it seems ill-advised to propose increases. Perhaps the authorization should be significantly higher, but with the understanding that in the short term, actual appropriations may be below the authorization levels.

2. Part A—Grants for the construction, reconstruction and renovation of undergraduate academic facilities

In Indiana during the 1960's, when substantial funding was available for Title VII, the experience with the Section 1203 organizational structure and process was quite satisfactory. Currently, the Indiana Commission for Higher Education serves as Indiana's Section 1203 organization. It is a non-political body charged by the Indiana General Assembly with coordinating higher education in the state. It is specifically directed to give attention to private institutions as well as public.

Since this organizational structure worked well in the past, it is recommended that this section remain unchanged.

It is very important to leave with each state the determination of the criteria for support of projects and the decision-making for allocation to specific projects. People at the state level can do a much better job of prioritizing projects than can those at the federal level.

The existing formula treated the State of Indiana fairly well in the past, and should also be left as it currently exists. It is fairly simple and is based on relatively hard data.

The reservation of 24 percent of the funds in Part A for public community colleges and public technical institutes should be eliminated so that each state can have maximum flexibility in making allocations to highest-priority projects.

3. Part B—Grants for construction, reconstruction, and renovation of graduate academic facilities

This Part should be expanded to emphasize support of renovation of research laboratories as well as related support facilities such as animal quarters, utilities, hazardous-waste-materials facilities, etc. It should also provide for support and replacement of laboratory equipment, even in instances where renovation of the laboratory facility is not required.

4. Part C—Loans for construction, reconstruction, and renovation of academic facilities

The loan programs are not recommended for inclusion in the new Title VII. The federal government has a very poor record in collecting loans; and, in these days of large federal deficits, this is a very inefficient use of federal dollars. Major emphasis should be given for support of interest grant subsidies to privately negotiated loans as discussed below.

It is recommended that major emphasis be given to annual interest subsidies on privately negotiated

loans. This is the most efficient and effective use of federal dollars to help colleges and universities with their facilities-financing problems. Interest subsidies actually leverage federal dollars and therefore produce greater results than would direct loans for any given level of federal funding.

It is recommended that the interest subsidies be focused on the same areas as are discussed earlier in the report relative to Parts A and B.

5. Part D—General

It is recommended that the payment-recovery provisions be left generally unchanged, except that the period of federal interest in a project supported under this Title should be limited to twenty years or the useful life of the project as identified in the institution's application. This would recognize at the time of allocation that some proposed projects might have a useful life of less than twenty years. The determination of the useful life should be left to the institution involved.

Certain definitions deserve amendment. In Part (1)(A) Subsection (v), the restrictions on support of facilities to be used by schools of medicine, dentistry, osteopathy, pharmacy, optometry, podiatry, or public health service should be dropped *provided* no other funding is available from other federal sources. Obviously, if these additional areas are to be covered by the Act, the level of appropriations should be increased to cover them.

A new restriction should limit new construction to replacement of existing facilities. However, it must be carefully worded so the size of the new facility does not have to be precisely the same as that being replaced; in many instances this would be unrealistic. The new structure might be either larger or smaller than that being replaced; however, restrictions do need to be included so this does not become a loophole for the support of new construction substantially beyond the scope of the facility being replaced.

It is recommended that eligible costs be defined to include replacement of laboratory equipment—both fixed and moveable—where facility renovation is not required. This would provide for the simple replacement of the equipment itself. Here it should be noted that replacement cannot be on a one-for-one basis and that replacement equipment may be substantially different from the original equipment. While the language needs to be open enough to provide for the realistic replacement of laboratory equipment, it needs to be carefully worded again so there is not a loophole for the purchase of laboratory equipment for new, expanded facilities.

TITLE VIII: COOPERATIVE EDUCATION

PURPOSE

To provide grants to postsecondary institutions to stimulate the development of cooperative-education programs in conjunction with public and private employers.

DESCRIPTION

With concurrent or alternating with periods of academic study, cooperative-education projects provide work experience intended to relate to career or academic objectives while also providing earnings to help meet the costs of postsecondary education. These grants are authorized both for planning and program operations, and for research and demonstration projects.

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

1. Restoring cooperative-education funding

The most compelling issue discussed by the Task Force was restoring cooperative education as a Title VIII line item in the FY 86 proposal. At this time, Title VIII receives no funding. The strategy favored by the administration (according to the National Commission) would provide some co-op funding but use the Title IV College Work-Study Program as the delivery system of funds and services. Although details of this proposal are lacking, the rationale seems to be to encourage those needing financial aid to use cooperative-education rather than student-loan packages.

The Task Force unanimously opposed funding cooperative education through Title IV. Further, they opposed any merging of these two vital campus programs for the following reasons:

A. Although the proposal acknowledges the financial benefits derived from co-op, it fails to recognize the fundamental educational premise that a work assignment must relate to academics and have the goal of nourishing career congruence.

B. The labor force would not accept or be able to absorb all students needing assistance.

C. "Free labor" from students being supported by government funds would destroy most co-op programs that now flourish without grant money.

D. The considerable tax base presently generated by wages paid co-op students would be seriously eroded.

E. There would be considerable administrative confusion on campus. Many co-op programs offer academic credit and work closely with faculty. They report to Academic Affairs while most student financial-aid offices report to Student Affairs. Whenever co-op is combined with other campus programs, it typically involves placement and career-planning activities in a center arrangement, not the student financial aid office.

2. Redirecting the effort

Title VIII grants have not always been effective in promoting cooperative education. The result of million-dollar grants to large cities in response to the urban initiative of the late '70's has been disappointing. Task Force members endorse a return to smaller administrative grants to strengthen and broaden existing co-op programs.

Funds are also needed to renew attempts at establishing consortia arrangements among small schools, where student constituencies have been largely denied the benefits of cooperative education. These same schools need funds for curriculum development if alternating co-op is to be offered; otherwise there can be only summer internships and parallel programs, a situation that seriously compromises the development of cooperative education.

There is a growing awareness that cooperative education is more than a work experience that adds perspective to classwork. It is, in fact, a process for exploring and validating the career hypotheses of student participants. There are new tools and skilled career-planning professionals who can enrich the co-op experience through formal career preparation prior to an assignment. The increasing number of career centers on campuses across America attests to the fact that career development is a dynamic, continuous process, of which co-op is a vital part. Federal funds should be used to encour-

age career-planning activities that prepare the student for a more rewarding co-op assignment.

3. Ensuring adequate control

A recurring concern of those Task Force members having Title VIII grant administration or preparation experience has been the lack of accountability/control of funded programs and the marginal service provided by Department of Education grant-administration staff. The etiology of both problems stems, in part, from the small staff (one professional staff member) assigned to manage the entire Title VIII program. More funds need to be set aside to monitor funded programs and provide needed expertise and service for new grant applicants and recipients.

Definitional disputes concerning what constitutes an acceptable co-op assignment need to be confronted, and some federal effort should be made to quantify reliably the number of participants. A beginning point could be the standardization of student and employer reporting forms, the use of learning objectives, and the inclusion of faculty in student-monitoring and accreditation requirements for cooperative-education programs. Some form of incentive should be made available to funded institutions obviously performing at a high standard in developing a new program. However, the Task Force does not endorse providing additional funding for those programs that have exhausted the normal five-year grant period.

Several Task Force members questioned the process by which grants are awarded. A cadre of co-op professionals called "readers" grade each grant application. Some of the "readers" return year after year. Although final selections are made by federal grant officers, the grade received from the "readers" bears considerable importance. Some major schools have a long history of funding, and many felt the "reader" system perpetuates funding to established programs and fosters "cronyism."

TITLE IX: GRADUATE PROGRAMS

PURPOSE

To improve graduate and professional programs, provide graduate fellowships, and support legal education.

DESCRIPTION

Part A—Institutional grants

Authorizes grants to maintain, strengthen, and improve the quality of graduate and professional programs or programs that prepare graduate and professional students for public service.

Part B—Financial-need fellowships

Authorizes fellowships to graduate and professional students who demonstrate financial need.

Part C—Merit fellowships

Authorizes fellowships for graduate study in the arts, humanities, and social sciences by students of superior ability, selected on the basis of demonstrated achievement and exceptional promise. The President is directed to establish a National Graduate Fellows Program Fellowship Board to oversee the operation of the National Graduate Fellows Program.

Part D—Financial aid for students of the law

Authorizes a program of assistance for training in the legal profession (CLEO). CLEO is to assist students from disadvantaged backgrounds to undertake training for the legal profession. Grants and contracts may be used for various pre-law selection and preparation activities, and for the payment of stipends to selected students.

Part E—Law school clinical experience support

Authorizes a Law School Clinical Experience program. The program provides assistance to accredited law schools for establishing or expanding programs of clinical experience for students in the practice of law.

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

The administration and Congress have recognized the importance of graduate education in science and technology:

> First, research grants to universities, where the majority of the basic research is done, permit the training of tens of thousands of graduate students under some of the most demanding and stimulating research conditions anywhere. This new talent will be responsible for maintaining American technological leadership in coming years.
>
> G. Keyworth, *Science 224* (1984), p. 9.

Similar leadership will increasingly be required in a number of other fields as technological innovation transforms the nation's economic, cultural, educational, and governmental systems. Title IX is the only point at which graduate education in other fields is addressed. Unfortunately, the resources provided have been scant.

Increased support for graduate education under Title IX is in the national interest. As social complexities grew, requirements for a graduate degree for employment or advancement have increased, and thus more students must pursue graduate study with its intense, in-depth, experiential aspects. The demands for persons with such acquired skills will continue to increase in coming years.

Planning for graduate education in the 1980's has been governed by enrollment stability or decline and a relatively young professoriate hired in the years 1955-1970. Present elementary-school enrollment increases will significantly affect secondary schools, then higher education. Faculty retirements will increase significantly at this same time. The nation's graduate schools must prepare now for the increased demands which these two changes will cause.

Shortages of college instructors are already severe in some fields, namely business and computer sciences. Teacher training along with the arts, social sciences, and humanities are areas where such shortages are

likely in the next five years.

The national interest is also served by expanding the involvement of the under-represented, not only for reasons of equity but also because of national needs in the face of international competition and the changes occurring within our domestic economy and social infrastructure. Increased graduate education for women, minorities, and older Americans will expand the supply of skilled human resources needed. The strengthening of graduate education is a service to individuals, but of much greater importance is the need for highly skilled persons in business and industry, in government and education, if our national needs in the information age are to be met.

Detailed findings and recommendations which support these general views appear below.

1. Institutional programs

Part A provides for grants to institutions of higher education to maintain, strengthen, and improve the quality of graduate programs. This part should be continued and *funded*. Innovations in graduate education are needed, particularly to incorporate computer and telecommunications technologies in some curricula and to provide more effective graduate study for the highly diverse constituency of adult learners, many of whom are working and maintaining households simultaneously with graduate study. Institutions are in the best position to develop these programs through competitive grants similar to FIPSE's.

2. Graduate fellowships support

It is of great importance that provisions of the Javits Fellowship program be implemented through the establishment of the National Graduate Program Fellowship Board (Part C). The emphasis of the program should be upon excellence, and eligibility should include all disciplines except those supported by the NSF Graduate Fellowship program and biomedical fields. In particular, teacher education should be included. Fellowships should be awarded to students who remain free to choose their institution of study. The National Graduate Fellowship Board should provide advice to the Department from time to time on areas of particular national need, and emphasis should be placed on these areas. We believe an initial funding level of 450 fellows annually is in the national interest. The public-service professions should be served as well.

3. Programs for the under-represented

Parts B (GPOP) and D (CLEO) include programs for the disadvantaged and under-represented. These programs have demonstrated a positive impact, albeit limited by low levels of funding. Some changes in program guidelines for GPOP are recommended to strengthen it. Programs leading to master's degrees as well as doctorates should be eligible.

While Blacks, Hispanics and Native Americans constitute 19% of the population, they receive only 8% of the doctoral degrees. For women the figure is only 32%. In both cases the representation by field is disproportionate. Both minorities and women provide underutilized pools of intellectual talent in a wide range of fields.

Minimum institutional support guidelines (constraints) should be removed. The present guidelines for funding provide for a minimum of $75,000 to be awarded to an institution, which support approximately 20 students per institution. This eliminates small institutions from eligibility for funding. The minimum number of students supported at an institution should be changed. Many minority students and women are more likely to attend graduate schools closer to home, which are often smaller institutions.

The minimum annual stipend per student level should be increased to $6,000 for the student allocation and $5,200 for the institutional allocation. Allocation minimums have not been increased since 1980.

Both CLEO (Part D) and the Law School Clinical Experience Program of Part E are recommended for continued funding. It is the experience of law schools in Indiana that these programs are providing legal-training experiences involving the disadvantaged as intended in the enabling legislation.

4. Other issues

Continued support is recommended for graduate and professional education under the Guaranteed Student Loan program, the College Work-Study program, and the Direct Loan Program of Title IV. These programs are critical and should be enhanced. The subcommittee also recommends the continuation of the Veteran's Cost of Instruction (VCIP) program under Title IV, since graduate students are more likely to have veteran's status.

TITLE X: FUND FOR THE IMPROVEMENT OF POSTSECONDARY EDUCATION

PURPOSE

To provide general assistance to postsecondary education.

DESCRIPTION

Part A—Establishment and Operation of the Fund

Establishment of a Fund for the Improvement of Postsecondary Education (FIPSE) is authorized. This fund is to provide grants and contracts to improve postsecondary educational opportunities by providing assistance to educational institutions and agencies for a broad range of postsecondary reform, innovation, and improvement activities.

Part B—Occupational and Adult Education

A Bureau of Occupational and Adult Education is established within the Department of Education. (Sec. 503 of the Department of Education Organization Act abolished this Bureau, effective May 1980.)

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

Functioning under financial constraints which have been intensified by adverse economic conditions and rising operating costs, many institutions of higher education experience great difficulty engaging in academic experimentation and innovation for the improvement of postsecondary education. Title X has served as a vehicle for higher education to meet changing societal needs through funding of innovative projects.

The Fund for the Improvement of Postsecondary Education serves several important purposes:

- provides for the funding of uniquely significant programs which would likely not meet the restrictions of other funding sources;
- allows flexibility inasmuch as rigid and lengthy regulations do not govern proposals;
- encourages and supports outstanding proposals which have partial funding through foundations or other revenue sources;
- targets specific programmatic thrusts each year, with topics changing to meet societal needs;
- emphasizes broad dissemination of significant findings;
- encourages new paths to career and professional training and new combinations of academic and experiential learning;
- supports linkages of two or more agencies in the solution of significant problems; and
- prompts the design and introduction of cost-effective methods of instruction and operation.

FIPSE should continue to invest federal dollars in action-oriented and risk-taking projects, permitting the development of new approaches to old problems (e.g. literacy) and old approaches to new problems (e.g. retraining). The continued funding of Title X is strongly encouraged.

TITLE XI: URBAN GRANT UNIVERSITY PROGRAM

PURPOSE

To help urban universities address urban problems and to make their resources more readily and effectively available to the urban communities in which they are located.

DESCRIPTION

Grants to urban universities are authorized to pay the federal share of the cost of carrying out projects. Priority is given to applications containing cooperative arrangements between urban universities within an urban area. Recipient institutions are designated "urban grant universities."

FINDINGS AND RECOMMENDATIONS OF THE TASK FORCE

Two geographical regions in Indiana have a direct stake in retaining, continuing, and updating Title XI. University and college campuses in central and northwestern Indiana, in or near Indianapolis and Gary, meet the definition of "urban university" set forth in Section 1105. A similar set of requirements needed to define an institution of higher education as "urban" would presumably be included in reauthorizing legislation.

Consideration also should be given to defining the qualifications needed to be a "university," with a suggested minimal standard of favorable periodic and comprehensive academic review by a nationally recognized regional accrediting agency.

Section 1101 of the Title, on Findings and Purpose, continues to be pertinent and accurate. The nation's urban colleges and universities, including institutions of higher education in central and northwestern Indiana, remain an "underutilized reservoir of skills, talents, and knowledge applicable toward the amelioration of the multitudes of problems that face the Nation's urban centers."

Growth in programs and in enrollments at urban campuses since 1965 has enhanced the potential for solving urban problems, which continue to need federal participation in seeking solutions. This substantial growth has taken place at campuses in Indianapolis and in Gary, as it has in other cities across the United States.

Other portions of Section 1101 also remain appropriate, especially the purpose of rendering assistance to urban universities in making their resources more readily and effectively available to their urban communities. The special role of the federal government as a catalyst in coping with urban problems might be noted, including the objective of investing in cooperative community-campus programs that promise the development of mutually beneficial relationships that may generate sustained local and state support.

Given the extent and nature of critical social, economic, health, educational, correctional, and other urban problems in the United States, the amounts authorized in Section 1102 are minimal, but could be sufficient to mount a few selected demonstration projects that are judged to have the potential for successful replication in additional cities.

Several items in Section 1103 deserve continuation, including the encouragement of cooperative arrangements between institutions within an urban area. For example, an existing association of academic deans from several private and public colleges and universities in the Indianapolis region, under the auspices of the Consortium for Urban Education, would offer an appropriate vehicle for such cooperation. The involvement of local governmental agencies, including local school systems, also should be included in reauthorization discussions.

The historically successful land-grant approach, originated through the 1862 Morrill Act, expedited higher education's contributions to advancing the nation's "agricultural and mechanic arts." A similar approach, expediting higher education's contributions to lifting the quality of life in the nation's cities, deserves support at this time, as our citizens and their institutions move forward into an increasingly urbanized twenty-first century.

Inclusion of the general intent of this Title in the report on reauthorization is strongly endorsed. We believe that this endorsement will be in the best interests of the citizens of Indiana and of the United States. The over-all thrust of this Title remains relevant to meeting important and changing public needs and aspirations.

APPENDIX I

RESOLUTION
ON HIGHER EDUCATION ACT REAUTHORIZATION

ASSOCIATION OF COLLEGE AND RESEARCH LIBRARIES
LEGISLATION COMMITTEE

WHEREAS the Higher Education Act is due for reauthorization in the 99th Congress; and

WHEREAS in "A Nation at Risk," libraries, including college and research libraries, are essential to the attainment of excellence in education and a learning society; and

WHEREAS the ALA has had a long standing commitment to attaining excellence in education by supporting federal programs such as the Higher Education Act, particularly Title II which funds programs for college and research libraries and for training and research; and

WHEREAS the Higher Education Act has benefited libraries substantially by supporting acquisitions, training, research and demonstration programs, preservation activity, resource sharing, strengthening unique collections, bibliographic control, and technological development; and

WHEREAS college and research libraries continue to face increased pressures to serve all citizens and to provide more information resources in both traditional and new formats which cost far more than their budgets can afford; and

WHEREAS in order to provide collections suitable to support the curriculum and research programs in higher education, many academic libraries should be targeted for supplemental federal funds on the basis of need criteria being developed and recommended by the library profession; and

WHEREAS new technologies require continuous training for librarians, minority recruitment is crucial, and research and demonstration projects can have a significant impact on library productivity and resource sharing; and

WHEREAS unique resources must continue to be strengthened, preserved, and made available for national and international research; and

WHEREAS academic libraries must adapt new technologies in order to assure users access to textual and bibliographic data bases and must cooperate to promote access to information through resource sharing, but are often unable to afford start-up costs; and

WHEREAS other programs included in the Higher Education Act can benefit from and contribute to strong library programs and services; now therefore be it

RESOLVED that Congress strengthen academic libraries which are integral to the information infrastructure of our nation's educational and research programs by extending and amending the Higher Education Act; and be it further

RESOLVED that Congress fund all Higher Education Act Title II programs at the authorized levels so that libraries can provide the materials and services needed to support an information society.

Drafted by ACRL Legislation Committee, January 8, 1985

HEA II-A Proposed Amendments

Title II-A should be included in the reauthorization of the Higher Education Act with the following amendments:

Need Criteria

Funding would be available to those libraries scoring below the median for:

- Materials expenditures/student
- Volumes held/student

Libraries would be compared to like institutions according to the classification designated by HEGIS: two-year, four-year, university.

Maintenance of Effort

Maintenance of effort provisions in relation to materials expenditures must be assured as designated in the current law.

Amount of Award

Minimum $ 2,000
Maximum $10,000

Based on enrollment, graduated within a designated series of ranges. The Secretary of Education will allocate funds to the libraries below the norm which demonstrate greatest need according to the scoring formula.

Definitions

Definitions of materials expenditures, volumes, institutions, and enrollment will be based on those used by NCES for HEGIS reports.

Evaluation of Program

An appropriate organization will evaluate the effectiveness of the program after two years.

Use of Funds

Libraries shall designate on their application forms how they plan to use the funds and report on their use after the grant period along with their final financial report.

Submitted by the ACRL Legislation Committee, January 8, 1985

APPENDIX II

RESOLUTION ON HIGHER EDUCATION

Adopted by One Hundredth General Assembly
State of Indiana

A CONCURRENT RESOLUTION affirming and endorsing a collaborative unity among all Indiana institutions of higher education, state and independent, to serve jointly the educational needs of the people of Indiana.

WHEREAS, The Indiana Conference of Higher Education, representing Indiana's independent and state colleges and universities, has without dissent recently reaffirmed the desirability of, indeed the need for, uniting in the cause of cooperation among member institutions; and

WHEREAS, to this end the said Conference has enunciated four cardinal principles upon which higher education in Indiana should be grounded, to wit:

Access. Based on his or her needs, interests, and ability, any Indiana resident should have access to occupational or general arts and sciences programs within commuting distance from his or her home, a baccalaureate degree program in his or her region, specialized and professional degree programs as economic and employment needs justify them, and doctoral studies in most disciplines somewhere in the state.

Choice. Within this complex of state and independent schools, colleges and universities, a student should be free to seek to qualify for admission to the institution or institutions of his or her choice. In determining the distribution of state funds for higher education, a prime goal should be to make these options open to qualified Indiana citizens without large differences in the cost to the student.

Economy. In underwriting educational services for its citizens, the State of Indiana should regard both the academic quality of programs and their relative costs. Programs and institutions which afford the public comparable services with greater economy should have strong claims upon state support. Specific programs receiving state financial support should be subject to review and evaluation by the appropriate state agency.

Integration. Independent colleges and universities should be calculated within the state's plan of services and support to the extent to which individual institutions desire this and successfully make a showing that they offer the public educational opportunities which are academically and economically competitive with those of state schools.

BE IT RESOLVED by the General Assembly of the State of Indiana:

SECTION 1. That the 1977 Indiana General Assembly expresses its endorsement of the need for harmonious collaboration between state and independent institutions of higher education in Indiana as a single, combined resource for the higher learning of its citizens.

SECTION 2. That endorsement is also given to the four principles as expressed, of access, choice, economy and integration, as sound guidelines for development and harmony within our dual system of colleges and universities.

SECTION 3. That this goal and these principles be commended to the Indiana Commission for Higher Education and to the Indiana State Scholarship Commission for their guidance, and that they be encouraged to receive proposals, formulate policies, initiate actions and submit recommendations to the General Assembly consonant therewith.

APPENDIX III

Institutions Comprising the Indiana Conference of Higher Education

Ancilla Domini College
Donaldson, IN
M. Joel Lampen, President

Anderson College
Anderson, IN
Robert Nicholson, President

Ball State University
Muncie, IN
John E. Worthen, President

Bethel College
Mishawaka, IN
James A. Bennett, President

Butler University
Indianapolis, IN
John G. Johnson, President

Calumet College
Whiting, IN
Louis Osterhage, President

Clark College
Indianapolis, IN
Don Williams, President

De Pauw University
Greencastle, IN
Richard F. Rosser, President

Earlham College
Richmond, IN
Lawrence Leland, Acting President

Fort Wayne Bible College
Fort Wayne, IN
H. Bostrom, President

Franklin College of Indiana
Franklin, IN
William Martin, President

Goshen College
Goshen, IN
Victor Stoltzfus, President

Grace College
Winona Lake, IN
Homer Kent, Jr., President

Hanover College
Hanover, IN
John E. Horner, President

Holy Cross Junior College
Notre Dame, IN
John Driscoll, President

Huntington College
Huntington, IN
Eugene Habecker, President

Indiana Central University
Indianapolis, IN
Gene E. Sease, President

Indiana Institute of Technology
Fort Wayne, IN
Thomas F. Scully, President

Indiana State University
Terre Haute, IN
Richard Landini, President

Indiana University System
Bloomington, IN
John W. Ryan, President

Indiana Vocational Technical College
Indianapolis, IN
Gerald I. Lamkin, President

Manchester College
North Manchester, IN
A. Blair Helman, President

Marian College
Indianapolis, IN
Louis C. Gatto, President

Marion College
Marion, IN
James T. Hill, Jr., President

Oakland City College
Oakland City, IN
James W. Murray, President

Purdue University
West Lafayette, IN
Steven C. Beering, President

Rose-Hulman Institute of Technology
Terre Haute, IN
Samuel Hulbert, President

Saint Francis College
Fort Wayne, IN
M. Joellen Scheetz, President

Saint Joseph's College
Rensselaer, IN
Charles H. Banet, President

Saint Mary-of-the-Woods College
Saint Mary-of-the-Woods, IN
Barbara Doherty, President

Saint Mary's College
Notre Dame, IN
John M. Duggan, President

Saint Meinrad College
Saint Meinrad, IN
Daniel Buechlein, President

Taylor University
Upland, IN
Daryl R. Yost, Acting President

Tri-State University
Angola, IN
Beaumont Davison, President

University of Evansville
Evansville, IN
Wallace B. Graves, President

University of Notre Dame
Notre Dame, IN
Theodore M. Hesburgh, President

Valparaiso University
Valparaiso, IN
Robert V. Schnabel, President

Vincennes University
Vincennes, IN
Phillip M. Summers, President

Wabash College
Crawfordsville, IN
Lewis S. Salter, President

APPENDIX IV

Task Forces

TITLE I: CONTINUING POSTSECONDARY EDUCATION PROGRAM AND PLANNING

Ralph J. Smith, *Chair*
Director, State & Federal Projects
Vincennes University
Vincennes, IN 47591

Virginia Kampwerth
Academic Vice President
Ancilla Domini College
Donaldson, IN 46513

Jason Lindower
Controller
Saint Mary's College
Notre Dame, IN 46556

William R. Osmon
Associate Vice President for Academic Affairs
Indiana State University
Terre Haute, IN 47809

Joseph S. Rawlings
Dean, Continuing Education
Ball State University
Muncie, IN 47306

Helen Rogers
Assistant Professor of Education
Taylor University
Upland, IN 46989

M. Joellen Scheetz
President
Saint Francis College
Fort Wayne, IN 46808

James E. Weigand
Dean, School of Continuing Studies
Indiana University
Bloomington, IN 47405

TITLE II: COLLEGE AND RESEARCH LIBRARY ASSISTANCE AND LIBRARY TRAINING AND RESEARCH

Michael B. Wood, *Chair*
Dean, University Libraries
Ball State University
Muncie, IN 47306

Bruce G. Brinkley
Head of Reference & Information Services
Tri-State University
Angola, IN 46703

David Dickey
Library Director
Taylor University Library
Upland, IN 46989

Martin Gallas
Librarian
Oakland City College
Oakland City, IN 47660

Robert E. Kaehr
Librarian
Huntington College
Huntington, IN 46750

M. Joel Lampen
President
Ancilla Domini College
Donaldson, IN 46513

Ronald Leach
Dean, Library Services
Indiana State University
Terre Haute, IN 47809

Jason Lindower
Controller
Saint Mary's College
Notre Dame, IN 46556

Grady P. Morein
University Librarian
University of Evansville
Evansville, IN 47702

Margaret Perry
Director of Libraries
Valparaiso University
Valparaiso, IN 46383

M. Joellen Scheetz
President
Saint Francis College
Fort Wayne, IN 46808

Austell O. Sherard
Director, Instructional Affairs
Indiana Vocational Technical College
Indianapolis, IN 46204

Elaine F. Sloan
Dean, University Libraries
Indiana University
Bloomington, IN 47405

Richard Snyder
Director of Libraries
Anderson College
Anderson, IN 46012

Susan A. Stussy
Head Librarian
Marian College
Indianapolis, IN 46222

Robert J. Vigeant
Head Librarian
Saint Joseph's College
Rensselaer, IN 47978

TITLE III: INSTITUTIONAL AID

Eldon E. Fahs, *Chair*
Vice President
Manchester College
No. Manchester, IN 46962

Richard V. Beesley
Executive Vice President
Oakland City College
Oakland City, IN 47660

Robert Dougherty
Assistant to the Academic Dean
Calumet College
Whiting, IN 46394

Malcolm H. Forbes
Vice President Academic Affairs
University of Evansville
Evansville, IN 47702

William Kramer
Director, Plan Facilities Services
Indiana Vocational Technical College
Indianapolis, IN 46206

M. Elise Kriss
Undergraduate Dean
Saint Francis College
Fort Wayne, IN 46808

Larry Koenes
Vice President Finance
Franklin College
Franklin, IN 46131

David G. Lalka
Administrative Assistant to the President
Marion College
Marion, IN 46952

M. Joel Lampen
President
Ancilla Domini College
Donaldson, IN 46513

Larry Martin
Associate Director of Financial Aid
Huntington College
Huntington, IN 46750

Patrick Mrozowski
Financial Aid Director
Tri-State University
Angola, IN 46703

John Nichols
Academic Dean
Saint Joseph's College
Rensselaer, IN 47978

Dan Orescanin
Vice President for University Relations
Indiana University
Bloomington, IN 47405

William R. Osmon
Associate Vice President for Academic Affairs
Indiana State University
Terre Haute, IN 47809

Gary W. Shepherd
Vice President for Community Services
Vincennes University
Vincennes, IN 47591

Shirley Showalter
Coordinator of Title III Grants
Goshen College
Goshen, IN 46526

Lynn R. Youngblood
Vice President
Indiana Central University
Indianapolis, IN 46239

TITLE IV: STUDENT ASSISTANCE

Joseph A. Russo, *Chair*
Director, Student Financial Aid
University of Notre Dame
Notre Dame, IN 46556

Kenneth R. Ashworth
Director of Financial Aid
De Pauw University
Greencastle, IN 46135

Richard M. Bellows
Director of Financial Aid
Indiana Vocational Technical College
Indianapolis, IN 46206

Clarence L. Casazza
Director of Student Financial Assistance
Ball State University
Muncie, IN 47306

Mark Franke
Director of Financial Aid
Indiana University-Purdue University at Fort Wayne
Fort Wayne, IN 46805

William R. Osmon
Associate Vice President for Academic Affairs
Indiana State University
Terre Haute, IN 47809

Dave Phillippe
Director of Financial Aid
Vincennes University
Vincennes, IN 47591

Edson Sample
University Director
Indiana University
Bloomington, IN 47405

Walter Schmucker
Director of Student Finance
Goshen College
Goshen, IN 46526

Paul Stewart
Director of Financial Aid
Rose-Hulman Institute of Technology
Terre Haute, IN 47803

Daniel Stockwell
Financial Aid Director
Butler University
Indianapolis, IN 46208

Thomas S. Stone
Director of Financial Aid
University of Evansville
Evansville, IN 47702

TITLE V: TEACHER CORPS AND TEACHER TRAINING PROGRAMS

Joyce Johnstone, *Chair*
Chairman, Education Department
Marian College
Indianapolis, IN 46222

Paulette Bannec
Chairman Department of Education
Calumet College
Whiting, IN 46394

J. Stephen Hazlett
Dean, School of Education
Indiana State University
Terre Haute, IN 47809

Dan Jeran
Director of Teacher Education
Taylor University
Upland, IN 46989

Theodore J. Kowalski
Dean, Teacher's College
Ball State University
Muncie, IN 47306

Jason Lindower
Controller
Saint Mary's College
Notre Dame, IN 46556

Howard D. Mehlinger
Dean, School of Education
Indiana University
Bloomington, IN 47405

John E. Morin
Chairman Department of Education
Tri-State University
Angola, IN 46703

John Nichols
Academic Dean
Saint Joseph's College
Rensselaer, IN 47978

Robert G. Oana
Dean, School of Education
University of Evansville
Evansville, IN 47702

Ann L. Reiser
Professor of Education
Valparaiso University
Valparaiso, IN 46383

Louis Ross
Graduate Dean
Saint Francis College
Fort Wayne, IN 46808

TITLE VI: INTERNATIONAL EDUCATION PROGRAMS

John V. Lombardi, *Chair*
International Programs
Indiana University
Bloomington, IN 47405

Richard Baepler
Vice President Academic Affairs
Valparaiso University
Valparaiso, IN 46383

Norman Beard
Dean, International Education
Anderson College
Anderson, IN 46012

Randall Brown
Associate Professor of Biology
Huntington College
Huntington, IN 46750

Lawrence Bryan
Vice President and Dean of the College
Franklin College of Indiana
Franklin, IN 46131

Richard M. Clokey
Vice President Academic Affairs
Indiana State University
Terre Haute, IN 47809

Malcolm H. Forbes
Vice President Academic Affairs
University of Evansville
Evansville, IN 47702

George Wm. Pilcher
Associate Provost
Ball State University
Muncie, IN 47306

John Phillip Posey
Professor of History
Saint Joseph's College
Rensselaer, IN 47978

Alan Winquist
Professor of History
Taylor University
Upland, IN 46989

James A. Zimmerman
Dean of Arts and Sciences
Tri-State University
Angola, IN 46703

TITLE VII: CONSTRUCTION, RECONSTRUCTION, AND RENOVATION OF ACADEMIC FACILITIES

Frederick R. Ford, *Chair*
Executive Vice President & Treasurer
Purdue University
West Lafayette, IN 47907

William Beauchamp
Assistant to the President
University of Notre Dame
Notre Dame, IN 46556

John Terry Clapacs
Director, University Physical Facilities
Indiana University
Bloomington, IN 47405

Donald Hilt
Vice President Business Affairs
Indiana State University Main Campus
Terre Haute, IN 47809

Virginia Kampwerth, P.H.J.C.
Academic Vice President
Ancilla Domini College
Donaldson, IN 46513

Larry Koenes
Vice President Financial Affairs
Franklin College
Franklin, IN 46131

William Kramer
Director, Plan Facilities Services
Indiana Vocational Technical College
Indianapolis, IN 46206

Jason Lindower
Controller
Saint Mary's College
Notre Dame, IN 46556

Robert T. Perry
Executive Assistant for Federal Relations
Ball State University
Muncie, IN 47306

Fred Plant
Assistant Vice President for Business Affairs
Saint Joseph's College
Rensselaer, IN 47978

Robert J. Stryzinski
Vice President Finance and Treasurer
Vincennes University
Vincennes, IN 47591

Jack Tichenor
Director of Development
Oakland City College
Oakland City, IN 47660

TITLE VIII: COOPERATIVE EDUCATION

Donald Cunningham, *Chair*
Director Cooperative Professional Practice Programs
Indiana State University
Terre Haute, IN 47809

Sarah Adams
Registrar
Huntington College
Huntington, IN 46750

Lawrence Bryan
Dean of the College
Franklin College
Franklin, IN 46131

Michael Collette
Director of Curriculum Development
Anderson College
Anderson, IN 46012

Richard L. Kelly
Director Vocational Technical Education
and Associate Degree Programs
Ball State University
Muncie, IN 47306

Alan McNabb
Director of Professional Practice
Indiana University
Bloomington, IN 47405

Presley Pendergrass
Dean of Academic Affairs
Oakland City College
Oakland City, IN 47660

Evelyn D. Reddick
Assistant Director of Co-operative
Education and Placement
Tri-State University
Angola, IN 46703

James Scroggin
Dean, College of Engineering
Valparaiso University
Valparaiso, IN 46383

Austell O. Sherard
Director, Instructional Affairs
Indiana Vocational Technical College
Indianapolis, IN 46204

Norman W. Sievert
Vice President Education Services
Indiana Vocational Technical College
Indianapolis, IN 46206

John R. Tooley
Dean of Engineering—Applied Sciences
University of Evansville
Evansville, IN 47702

John W. Wallace
Director of Continuing Education
Taylor University
Upland, IN 46989

TITLE IX: GRADUATE PROGRAMS

James L. Pyle, *Chair*
Associate Dean of the Graduate School
Ball State University
Muncie, IN 47306

Mary Ann Carroll
Dean, School of Graduate Studies
Indiana State University
Terre Haute, IN 47809

David G. Lalka
Administrative Assistant to the President
Marion College
Marion, IN 46952

Louis Ross
Graduate Dean
Saint Francis College
Fort Wayne, IN 46808

Leo Solt
Dean, Graduate School
Indiana University
Bloomington, IN 47405

Roger Sublett
Dean, College of Graduate and Continuing Studies
University of Evansville
Evansville, IN 47702

TITLE X: FUND FOR THE IMPROVEMENT OF POSTSECONDARY EDUCATION

Margo DeMont, *Chair*
Director of Admissions and Financial Aid
Ancilla Domini College
Donaldson, IN 46513

William Kramer
Director, Plan Facilities Services
Indiana Vocational Technical College
Indianapolis, IN 46206

M. Elise Kriss
Undergraduate Dean
Saint Francis College
Fort Wayne, IN 46808

Jason Lindower
Controller
Saint Mary's College
Notre Dame, IN 46556

Morton Lowengrub
Dean, Research and Graduate Development
Indiana University
Bloomington, IN 47405

Catherine Michael
Academic Dean
Calumet College
Whiting, IN 46394

John Nichols
Academic Dean
Saint Joseph's College
Rensselaer, IN 47978

William R. Osmon
Associate Vice President for Academic Affairs
Indiana State University
Terre Haute, IN 47809

Charles D. Shipman
Assistant Dean, Teachers College
Ball State University
Muncie, IN 47306

Norman W. Sievert
Vice President Education Services
Indiana Vocational Technical College
Indianapolis, IN 46206

TITLE XI: URBAN GRANT UNIVERSITY PROGRAM

Howard G. Schaller, *Chair*
Executive Dean—Dean of Faculties
Indiana University-Purdue University at Indianapolis
Indianapolis, IN 46202

Carol D. Nathan
Associate Dean of the Faculties
Indiana University-Purdue University at Indianapolis
Indianapolis, IN 46202

FACT SHEET
TO ACCOMPANY
RECOMMENDATIONS FOR REAUTHORIZATION OF
THE HIGHER EDUCATION ACT OF 1965
BY THE
INDIANA CONFERENCE OF HIGHER EDUCATION

Purpose

The Higher Education Act of 1965 has provided more than $400 million for higher education in the State of Indiana. Since the Act is now undergoing Congressional review, the Indiana Conference of Higher Education, a Conference comprised of the public and independent colleges and universities in the State of Indiana, undertook a study to assist Congress in the reauthorization of the Act. The study provides consensus on recommendations based on careful analysis of existing programs and projected needs.

The Study Group

Task forces composed of experts from the public and independent colleges and universities in the State of Indiana addressed each of the Titles in the Act. Over 170 individuals were involved in the year-long process to bring about the single, informed testimony this report presents.

Scope of the Report

Presently, much of the nation's attention is focused on student assistance. In this category alone, billions of dollars are expended each year throughout the nation. The report places primary emphasis on student aid, while also turning the spotlight on other areas dealing with buildings and equipment, faculty, libraries, and programs.

Student Assistance

Perhaps the most detailed analysis of the issues involved with the reauthorization is that which relates to Title IV, the major federal student-aid programs. Although several months of further deliberations lie ahead and unknown political considerations are yet to be faced, the Title IV Task Force addressed major issues it felt were important at this time. It did not feel that it would be appropriate at this early stage of reauthorization to deal specifically with every possible item in the law, but rather to suggest some general directions.

One of the most difficult problems has been the uncertainty created by constantly changing rules and regulations and by delays experienced in promulgating them. Although programs will always require updating, there is an equally important need for stability so that proper planning by all those involved--including families, aid administrators, and agency officials--can be achieved.

Headlines about loan defaults and program abuses sell newspapers and anger the citizenry. These kinds of problems must indeed be addressed and reduced; however, they are not representative nor are they so extensive that they require the elimination of any program. Better ways to administer the programs as they are currently configured must be found, not only because stability is needed, but more especially because they do work and they do provide substantial benefits.

How, then, can a better job be done while achieving some savings? Where programs lack firm meaning and direction, there need to be ways to bring the program back to the goals upon which they were originally legislated. If some problems can be corrected by additional and more comprehensive efforts, such as by more complete verification procedures, then these efforts must be undertaken. If considerable savings can be achieved by requiring a needs analysis for all applicants in the Guaranteed Student Loan (GSL) program and by modestly reducing the special allowance paid to lenders, then these measures must be implemented. On the other hand, loan limits have not been adjusted for over a decade, while educational costs have risen dramatically. Annual and aggregate GSL limits should be increased to provide students with the means of helping themselves.

However, the report advocates that in finding the right approach to these issues, the quick and simplistic approach suggested by the use of absolute income ceilings, block grants, centralized program administration, and other such concepts must be avoided. The need to be efficient and consistent must be weighed carefully against the need to be fair and sensitive to the individual. Common sense and balance must be employed in all of the solutions.

Defining the independent student is indeed a very difficult issue, but one which can no longer afford to be deferred. The definition must be one which is easily verifiable yet sensitive to the many nontraditional college-age students now in postsecondary education. The problem must be addressed within the greater perspective which attempts to reemphasize the primary role of the family in planning and providing for the financing of educational costs.

As society has increased in complexity, the intense, in-depth education characteristic of graduate programs has increasingly become a necessity. The demand for people with the skills conferred by post-baccalaureate education will increase, and increased government support for graduate education therefore needs to be provided.

A partnership approach is needed for achieving the above goals: Incentives to plan and provide for college costs must be provided; families must contribute to the extent they are capable; students must be encouraged to do the same; and finally, institutions, organizations, and government agencies must attempt to supplement remaining needs. The best investment in the nation's future and security is a well-educated citizenry.

Buildings and Equipment

The nation's colleges and universities are in critical need of federal assistance to maintain their academic facilities. Laboratories and related equipment especially need modernization. Federal funding should be available for the repair and rehabilitation of existing equipment and facilities where economically feasible, and for replacement where renovation or repair is not feasible. Only an integrated program of grants, loans, and interest subsidies for privately negotiated loans can assure that the nation's classrooms will be efficient learning places, and that the nation's college and university laboratories will make available the equipment needed to train tomorrow's scientists.

Faculty

The report emphasizes that there is a significant need to maintain the attractiveness of the collegiate teaching profession. This must be accomplished in order to face the increased economic pressures from business, government, and industry, and by providing research support and enhanced opportunities for collegial cooperation.

International education and the financial assistance needed to maintain and develop personnel critical to programs of instruction must be supported. Faculty seminars in international studies which serve to keep faculty knowledge current and to encourage the development of new curricula adjusted to changes in world affairs and international conditions must be supported.

The Fund for the Improvement of Postsecondary Education (FIPSE) needs continued support because it has served as a vehicle by which higher education has met changing societal needs through innovative projects.

Libraries

Academic libraries are facing heightened pressure to provide information, not only to their own academic communities, but also to citizens of the larger community. Fulfilling these needs will become more difficult and more important as the half-life of information declines and as society moves toward an information-intensive base. Funding for research libraries should be strengthened so that the integrity of their vast resources can be preserved. Funds should also be made available to libraries for aid in implementing new information-handling technologies.

Additional, careful consideration needs to be given to libraries falling below the median in materials expenditures and volumes held per student.

Programs

Adult learners and other nontraditional students will compose a larger proportion of students in higher education. Their educational desires, co-curricular interests, and learning modalities differ substantially from those of more traditional students. Studies of the needs of these students must be funded, and applications of these studies must be made if institutions of higher education are to continue to serve those who can benefit from their services.

Cooperative-education programs should be encouraged, to assure that these economically relevant, experiential enterprises remain available and to foster close linkages between the institutions of higher education and the institutions of the private sector.

The training of teachers for elementary and secondary schools must continue to enjoy a high priority among Department of Education programs. Other programs, which foster communication among the smaller institutions of higher education and which provide modest amounts of risk capital for innovative projects not otherwise fundable, also merit careful consideration.

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Senate

INDIANA CONFERENCE OF HIGHER EDUCATION

● Mr. QUAYLE. Mr. President, I would like to bring to the attention of my colleagues a report that has been prepared by the Indiana Conference of Higher Education [ICHE], a group representing all of the colleges and universities in Indiana, on the reauthorization of the Higher Education Act [HEA].

The Higher Education Act is due to be reauthorized by the Congress, and the Education Subcommittee, of which I am a member, will begin holding hearings soon on the act. In preparation of these hearings and in preparation of the reauthorization process, I asked the ICHE to review the Federal higher education and Student Aid Programs and to let me know what their positions on them are. As a result of this request, the ICHE, consisting of 39 college and university presidents, formed 11 task forces, with a total of 170 individuals to review each title of the Higher Education Act and to make its recommendations. The task forces spent many hours on this project, and the final result is an excellent one. The recommendations that have been prepared by the ICHE are comprehensive and represent a unified position of all of the colleges, public and private, in the state. This document is truly unique in that every college supports the recommendations, and there is complete unity between the public and private sectors on issues that are often times extremely divisive.

I have sent a copy of this report to a number of people on the Hill including the members of the Labor and Human Resources Committee, members of the Senate Appropriations Committee, my fellow Senator from Indiana, the members of the House Education and Labor Committee, members of the House Appropriations Committee, and the Indiana House delegation. I have also shared it with a number of the higher education associations. If anyone is interested in receiving a copy of this report, I would be happy to share one with them.

To assist in explaining the recommendations of the ICHE, I have attached a copy of the executive summary of the report, and I ask that it be printed in the RECORD.

Again, I want to express my thanks to all of the 170 individuals who assisted in putting this project together and for doing such an excellent job.

The summary follows:

RECOMMENDATIONS FOR REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965

PURPOSE

The Higher Education Act of 1965 has provided more than $400 million for higher education in the State of Indiana. Since the Act is now undergoing Congressional review, the Indiana Conference of Higher Education, a Conference comprised of the public and independent colleges and universities in the State of Indiana, undertook a study to assist Congress in the reauthorization of the Act. The study provides consensus on recommendations based on careful analysis of existing programs and projected needs.

THE STUDY GROUP

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SCOPE OF THE REPORT

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STUDENT ASSISTANCE

Perhaps the most detailed analysis of the issues involved with the reauthorization is that which relates to Title IV, the major federal student-aid programs. Although several months of further deliberations lie ahead and unknown political considerations are yet to be faced, the Title IV Task Force addressed major issues it felt were important *at this time*. It did not feel that it would be appropriate at this early stage of reauthorization to deal specifically with every possible item in the law, but rather to suggest some general directions.

One of the most difficult problems has been the uncertainty created by constantly changing rules and regulations and by delays experienced in promulgating them. Although programs will always require up-

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However, the report advocates that in finding the right approach to these issues, the quick and simplistic approach suggested by the use of absolute income ceilings, block grants, centralized program administration, and other such concepts must be avoided. The need to be efficient and consistent must be weighed carefully against the need to be fair and sensitive to the individual. Common sense and balance must be employed in all of the solutions

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As society has increased in complexity, the intense, in-depth education characteristic of graduate programs has increasingly become a necessity. The demand for people with the skills conferred by post-baccalaureate education will increase, and increased government support for graduate education therefore needs to be provided.

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The report emphasizes that there is a significant need to maintain the attractiveness of the collegiate teaching profession. This must be accomplished in order to face the increased economic pressures from business, government, and industry, and by providing research support and enhanced opportunities for collegial cooperation.

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